



Meeting	Cabinet Committee: Housing
Date and Time	Monday, 6th July, 2026 at 10.00 am.
Venue	Walton Suite, Guildhall, Winchester and streamed live on YouTube at www.youtube.com/winchestercc

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

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

AGENDA

PROCEDURAL ITEMS

- 1. Apologies**
To record the names of apologies given.
- 2. Disclosure of Interests**
To receive any disclosure of interests from councillors or officers in matters to be discussed.
Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests (DPIs), other registerable interests (ORIs) and non-registerable interests (NRIs) in accordance with the Council's Code of Conduct.
- 3. To note any request from Councillors to make representations on an agenda item.**
- 4. Public participation**
NB members of the public are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264).

Members of the public and visiting councillors may speak at the committee, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on 30 June 2026** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.



BUSINESS ITEMS

5. **Minutes of the previous meeting held on 2 February 2026** (Pages 5 - 12)
6. **Chairperson's announcements**
7. **New homes programme update (presentation)** (Pages 13 - 22)
8. **Retrofit programme update (presentation)** (Pages 23 - 36)
9. Housing Consumer Standards (Pages 37 - 102)
Key Decision (CAB3559(H))
10. Tenancy Strategy (Pages 103 - 198)
Key Decision (CAB3558(H))
11. Repairs and Maintenance Procurement and Audit update (Pages 199 - 258)
Key Decision (CAB3557(H))
12. Private Sector Housing Enforcement Policy and Civil Penalties Policy (Pages 259 - 338)
Key Decision (CAB3555(H))
13. Homelessness, Rough Sleeping and Domestic Abuse Grant (Pages 339 - 374)
Key Decision (CAB3554(H))
14. Dates of next meetings:
 - 3 November 2026
 - 25 January 2027

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.



26 June 2026

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

MEMBERSHIP

Cabinet Committee: Housing

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

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

In the event of any member of Cabinet not being available for a meeting of the Cabinet Committee another member of Cabinet may deputise where no conflict arises. Deputies for the non-voting invited councillors can be appointed from any group at the Chairperson's discretion.

Quorum = 2 voting members

TERMS OF REFERENCE

The terms of reference are available on the Council's website [here](#)

Public Participation at meetings

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

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

Filming and Broadcast Notification

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

Disabled Access

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

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CABINET COMMITTEE: HOUSING

Monday, 2 February 2026

Attendance:

Councillors
Reach (Chairperson)

Becker

Cutler

Apologies for Absence:

Councillors Clear

Non-voting invited councillors

Councillors Horrill, Power and White

Members in attendance who spoke at the meeting

Councillors Batho and Pett (as Councillor Directors on the Venta Living Ltd Board)

[Video recording of this meeting](#)

1. **APOLOGIES**

Apologies were received from Councillor Clear as noted above.

2. **DISCLOSURE OF INTERESTS**

There were no declarations made.

3. **PUBLIC PARTICIPATION**

There were no members of the public registered to speak.

4. **MINUTES OF THE PREVIOUS MEETING**

RESOLVED:

That the minutes of the previous meeting held 4 November 2025 be agreed as a correct record.

5. **CHAIRPERSON'S ANNOUNCEMENTS**

There were no announcements made.

6. **NEW HOMES PROGRAMME UPDATE (PRESENTATION)**

The Service Lead – New Homes gave a presentation on the New Homes Programme which was available on the council’s website [here](#).

The Service Lead and the Corporate Head of Housing responded to questions and comments raised by councillors as summarised below:

- a) How variations in Public Works Loan Board rates were factored into financial planning.
- b) Further clarification was sought on whether the availability of grants caused an inflation of tender prices for build projects.
- c) Whether the council encountered difficulty in finding tenants for completed or acquired units.
- d) Information was requested regarding the intended proportion of social rent versus affordable rent properties in the future delivery proposals.
- e) Further clarification was sought regarding the status of the Extra Care scheme at Kings Barton and the Service Lead agreed to provide an update to Councillor Reach following her meeting to obtain a progress update from the developer later that week.
- f) Further information was requested on the direction of extra care provision in general following the postponement of the older persons strategy.

RESOLVED:

That the update regarding the new homes programme be noted.

7. **RETROFIT PROGRAMME UPDATE (PRESENTATION)**

The Retrofit Manager gave a presentation on the retrofit programme which was available on the council’s website [here](#).

The Retrofit Manager responded to questions and comments raised by councillors as summarised below:

- a) Further clarification was sought regarding the reduction in some Social Housing Decarbonisation Fund (SHF) Wave 3 targets.
- b) A question was asked regarding the 16% rise in EPC C ratings anticipated by 2028 and whether this was achievable with current resources.
- c) Further details were requested regarding the financial benefits of EPC uplifts for tenants.
- d) Clarification was sought on the £2 million budget forecast for remedial work on previous retrofits that were not completed to standard.
- e) Further details were requested on the holistic approach used for the Winnall retrofit project including a request that ward councillors be involved.
- f) A question was asked regarding the involvement of leaseholders in multi-unit flats.
- g) Further clarification on the Swedish Matrix and the capacity to create individual plans for each home.

- h) A suggestion was made that ward councillors receive a dedicated briefing on solar panel and battery agreements to help them reassure any hesitant residents.

RESOLVED:

That the update regarding the retrofit programme be noted including the following:

- a) A reminder to ensure the involvement of ward councillors in retrofit programmes in their areas.
- b) A members' briefing to be arranged on the retrofit programme relating to solar panel installation.

8. **HOUSING STRATEGY 2023-2028 - REVIEW OF YEAR 2**
(CAB3534(H))

Councillor Reach and the Corporate Head of Housing introduced the report, which provided the second annual update on the progress of the Housing Strategy adopted in November 2023.

The Corporate Head responded to questions and comments raised by councillors as summarised below:

- a) The potential impact if the Homeless Prevention Grant was reduced or stopped, specifically concerning the discretionary grant element.
- b) Further clarification on the implications of the Renters' Rights Act on the council's workload and enforcement duties for the approximately 8,600 privately rented properties in the district.
- c) Concerns were raised regarding whether the level of fines imposed on landlords would cover the costs of taking enforcement action to court.
- d) Further clarification was sought on the potential risks posed by Local Government Reorganisation (LGR) and in particular, the anticipated requirements to seek ministry approval for even minor expenditure once the Structural Changes Order was agreed.
- e) Further information was sought on the location and size of the 391 properties expected to be delivered by Registered Providers in the district. The Service Lead agreed to provide a report on these properties following the end of the financial year and suggested this be included in the next new homes update.

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

RESOLVED:

1. That the progress of the objectives against year 2 of the Housing Strategy delivery plan be noted as outlined in report CAB3534(H).

2. That the emerging challenges that have arisen since November 2024 be noted.

3. That the amended delivery action plan for 2023-2028 be approved.

9. **ANTI SOCIAL BEHAVIOUR POLICIES**
(CAB3544(H))

Councillor Reach and the Service Lead - Housing Landlord Services introduced the report, noting that the policies were developed in consultation with the TACT Board and external consultants (RESOLVE). It was advised that the purpose of the refresh was to provide a clear understanding as to what the council considered to be antisocial behaviour and to distinguish it from behaviours that were merely annoying or unpleasant.

The Service Lead - Housing Landlord Services responded to questions and comments raised by councillors as summarised below:

- a) Further clarification was sought regarding the scope of the policy and whom it applied to, including confirmation that the policy would be enforced if a private owner-occupier made a complaint about a council tenant. It was agreed that the policy wording be amended to clarify this.
- b) Further clarification was sought regarding how the council managed anti-social issues involving other Registered Providers (RPs) in the district.
- c) A concern was raised that the wording regarding a "victim-centred, proportionate, and fair" approach required more clarity to manage the expectations of victims. The Service Lead agreed to review the wording to ensure there was clarity on this point.
- d) A question was asked regarding the handling of parking disputes, noting that they often escalated.
- e) Further clarification was sought on how instances of hoarding would be dealt with.

The Cabinet Committee agreed the following for the reasons set out above and outlined in the report

RESOLVED:

1. That the 3 Housing Anti-Social Behaviour Policies be approved and adopted:

- a) Anti-Social Behaviour Policy
- b) Hate Crime Policy
- c) Good Neighbour Policy

2. That authority be delegated to the Corporate Head of Housing, in consultation with the Cabinet Member for Good Homes, to make any minor amendments to the policies.

10. **TENANT PARTNERSHIP ANNUAL REPORT TENANT PARTNERSHIP AND INFLUENCE PLAN**
(CAB3543(H))

Councillor Reach introduced the report which outlined the new framework for tenant influence over housing services. It was noted that the plan was co-produced with tenants and replaced the previous 2020-2025 Housing Engagement and Communication Plan. The importance of plain English and the removal of jargon within the document was highlighted to ensure clarity for residents.

The Tenant Partnership Manager responded to questions and comments raised by councillors as summarised below:

- a) Whether trends were observed in attendance data at tenant engagement events in more rural areas and if barriers such as public transport were identified.
- b) Further clarification was sought on how the council intended to improve the collection and use of tenant data.
- c) A concern was raised regarding the needs of digitally excluded tenants and whether officers could use telephone communication for appointment notifications.
- d) A suggestion was made that councillors could be better utilised as a resource for community engagement.

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

RESOLVED:

1. That the Tenant Partnership and Influence Plan be approved and adopted.
2. That authority be delegated to the Corporate Head of Housing, in consultation with the Cabinet Member for Good Homes, to make any minor amendments to the Tenant Partnership and Influence Plan.

11. **TENANT SATISFACTION MEASURES SURVEY RESULTS 2025/26**
(CAB3530(H))

Councillor Reach and Tenant Partnership Manager introduced the report, noting that the Council was required by the Social Housing Regulator to collect data on 12 tenant satisfaction measures. It was reported that the Council performed well against the benchmark in 10 out of these 12 measures.

The Tenant Partnership Manager and the Strategic Director responded to questions and comments raised by councillors as summarised below:

- a) Was there any further understanding about why tenants under the age of 35 remained the least satisfied with the repairs service?

- b) Further clarification was sought regarding why the national benchmark for satisfaction with complaints handling was considered to be low at 31% and whether the council had a higher target.

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

RESOLVED:

1. That the 2025/26 survey results be noted.
2. That the progress made as a result of 2024/25 TSM survey results be noted.
3. That the work that is underway or proposed to address the two indicators that are below median benchmark be agreed.

12. **VENTA LIVING - BUSINESS PLAN 26/27 (LESS EXEMPT APPENDIX)**
(CAB3542(H))

Councillor Reach welcomed Councillors Pett and Batho to the meeting who were both council appointed directors to the Venta Living Ltd board.

The Strategic Director introduced the report explaining it was the standard annual report required as part of the shareholder's agreement.

Councillors Pett and Batho provided an update on the company's performance and the proposed financial business plan for the 2026/27 period. It was reported that the company had traded successfully over the previous year and had achieved full occupancy at Foxglove House by the end of the first half of the year. It was noted that tenant feedback was positive and that the company had experienced lower levels of unit turnover than was originally anticipated. The directors advised that future opportunities in the professional House in Multiple Occupation (HMO) sector were being explored, particularly to support groups such as NHS employees, although it was recognised that the current financial climate was not ideal for seeking additional funding from the council as shareholder.

The Strategic Director, the Corporate Head of Housing together with Councillors Pett and Batho responded to questions and comments raised by councillors as summarised below:

- a) A question was asked regarding the decision-making process for future business opportunities.
- b) Further clarification was sought on the rationale for the proposed rent increase to £1,100 per month.
- c) A question was asked regarding the potential impact of the Renters' Rights Act on the company.
- d) Whether further information was available on the current trends within the local HMO market.

- e) Further information was requested regarding the responsibility for property repairs and recent defect works.
- f) A question was asked regarding the sequence of approvals for rent increases, noting that residents were informed of potential changes in January subject to formal notice.

Councillors present confirmed they did not wish to go into exempt session to consider further the contents of the exempt appendix.

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

RECOMMENDED (to Cabinet):

That the updated financial business plan, at Appendix A in the exempt appendix to CAB3542(H) be recommended for approval, including:

- a) **The proposal to increase rent by 5.26%, to £1,100 per month**
- b) **The proposed move to a dynamic renting model following the implementation of the renters rights Bill in May 2026, allowing for prevailing market rents to apply to individual units at the point of relet.**
- c) **To note that operating costs have been reviewed and updated in the business plan model.**

13. **EXEMPT BUSINESS:**

RESOLVED:

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

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

<u>Minute Number</u>	<u>Item</u>	<u>Description of Exempt Information</u>
14	Venta Living Ltd business plan (exempt appendix)) Information relating to the financial or business affairs of any particular person (including the authority holding that information). (Para 3 Schedule 12A refers)

14. **VENTA LIVING - BUSINESS PLAN 26/27 (EXEMPT APPENDIX)**

RESOLVED:

That the contents of the exempt appendix be noted.

The meeting commenced at 10.00 am and concluded at 12.20 pm

Chairperson



New Homes Update

06 July 2026

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Agenda Item 7

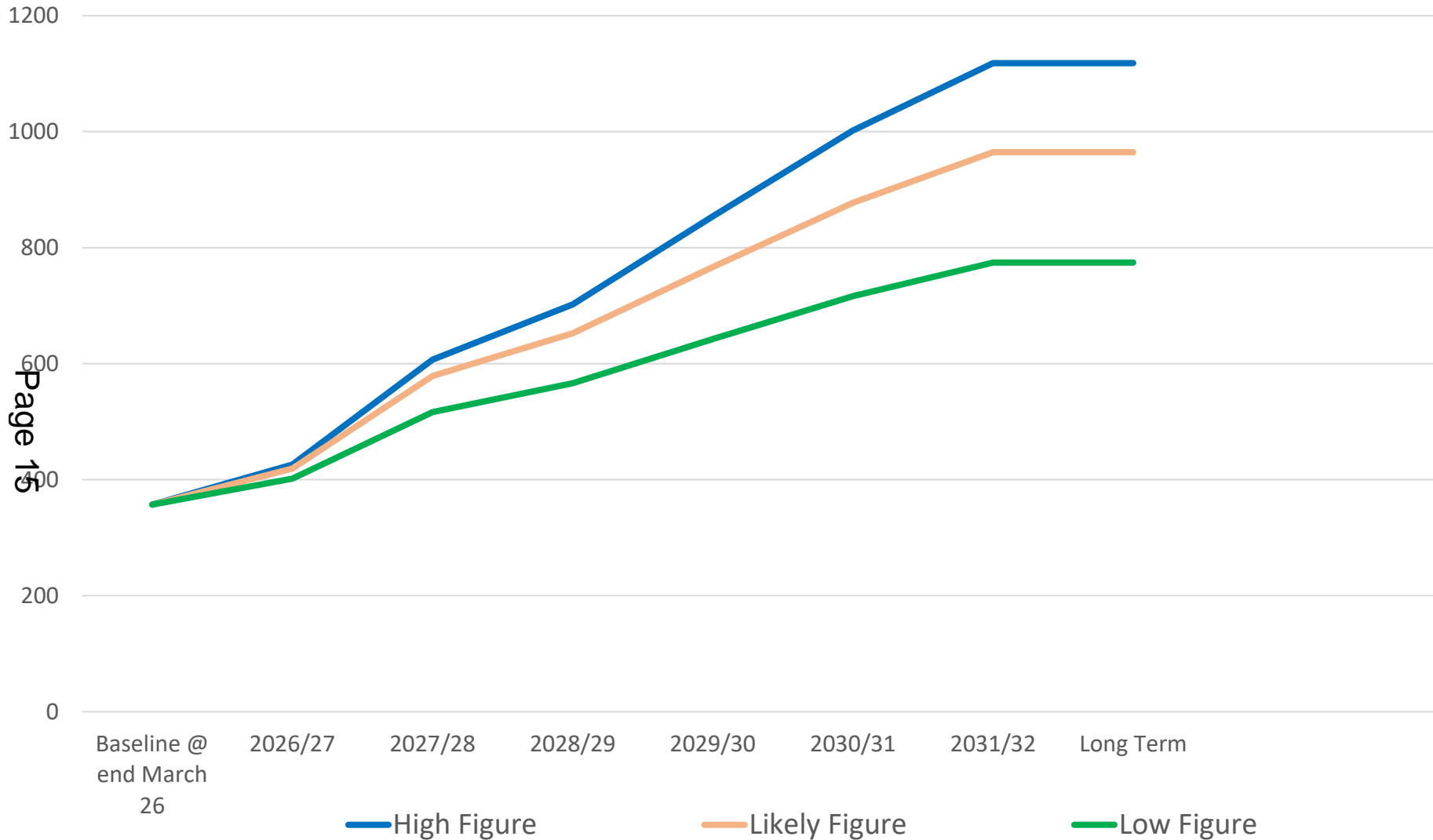
New Homes Programme Updates



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- Kings Barton, Winchester – 30 units handed over to date from Phases 3ai and 2b (26 affordable rent flats and houses; 4 shared ownership flats). Construction continues on the remaining 116 affordable units in Phases 2b and 3aii.
- Hazeley Road, Twyford – construction continues on the 10 affordable units (6 affordable rent houses; 4 shared ownership flats) – completion expected January 2027
- Woodman Close, Sparsholt – scheme now on site and Homes England funding has been received
- S106 and additionality units for use as council housing - new opportunities being investigated
- Garage sites – feasibility work ongoing – CHoSS funding received
- Brownfield Land Release Fund

New Homes Forecast 2020/32



Baseline completions = **357 units**

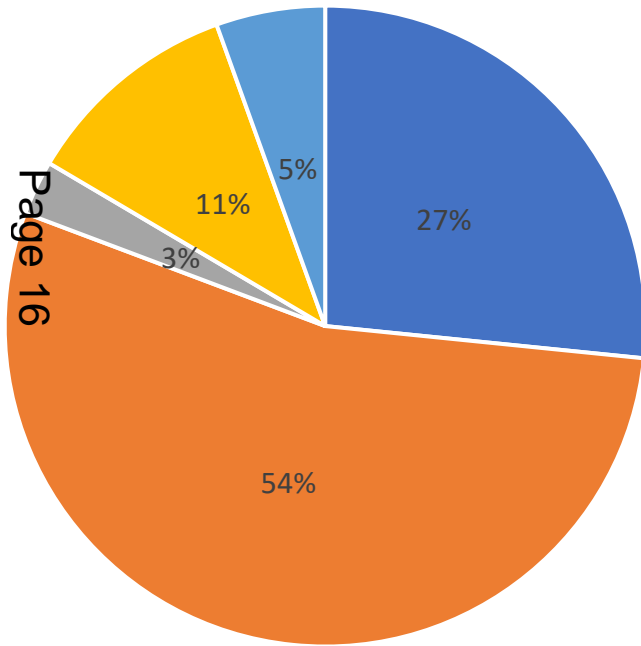
High = 100% green and 100% amber schemes delivered

Likely = 100% green and 75% amber schemes delivered

Low = 75% green and 50% amber schemes delivered

New Homes Forecast 2026-2032

WCC Schemes by Type

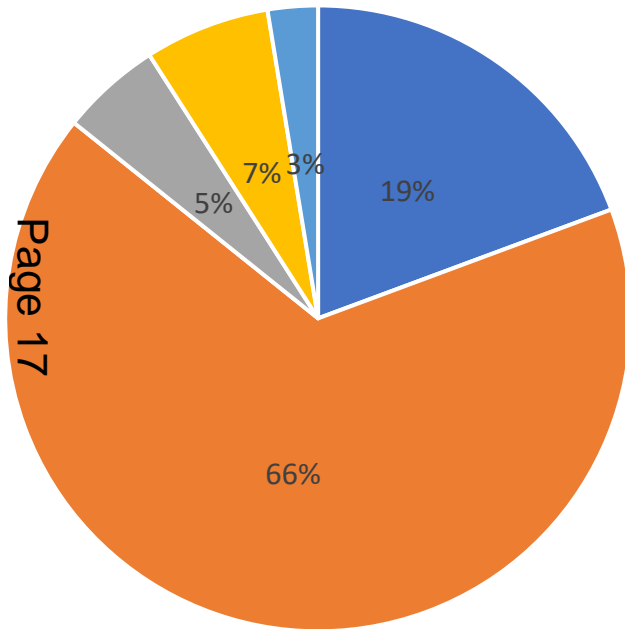


- Commissioned - HRA
- S106 - 3rd Party
- S106 - GF
- Additionality
- Rural Exception

	WCC Schemes by Type – Forecast Completions				
	Commissioned - HRA	S106 - GF	S106 – 3 rd Party	Additionality	Rural Exception
2026/27	0	0	4	0	0
2027/28	1	1	5	1	0
2028/29	1	0	3	1	0
2029/30	2	1	2	1	0
2030/31	2	0	2	1	1
2031/32	2	0	1	0	1
Total	8	1	17	4	2

New Homes Forecast 2026-2032

WCC Units by Type



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- Commissioned - HRA
- S106 - 3rd Party
- S106 - GF
- Additionality
- Rural Exception

	WCC Units by Type – Forecast Completions				
	Commissioned - HRA	S106 - GF	S106 – 3 rd Party	Additionality	Rural Exception
2026/27	0	0	41	0	0
2027/28	5	14	144	11	0
2028/29	8	0	55	11	0
2029/30	25	30	41	11	0
2030/31	25	0	75	4	8
2031/32	50	0	30	0	8
Total	113	30	386	37	16

Total RP & WCC Supply Forecast 2026-2032

Financial Year	RP	WCC (Likely Green & Amber)	Totals
2026/27	230	62	292
2027/28	250	160	410
2028/29	265	74	339
2029/30	315	114	429
2030/31	290	111	401
2031/32	245	87	332
Totals	1,595	608	2,203

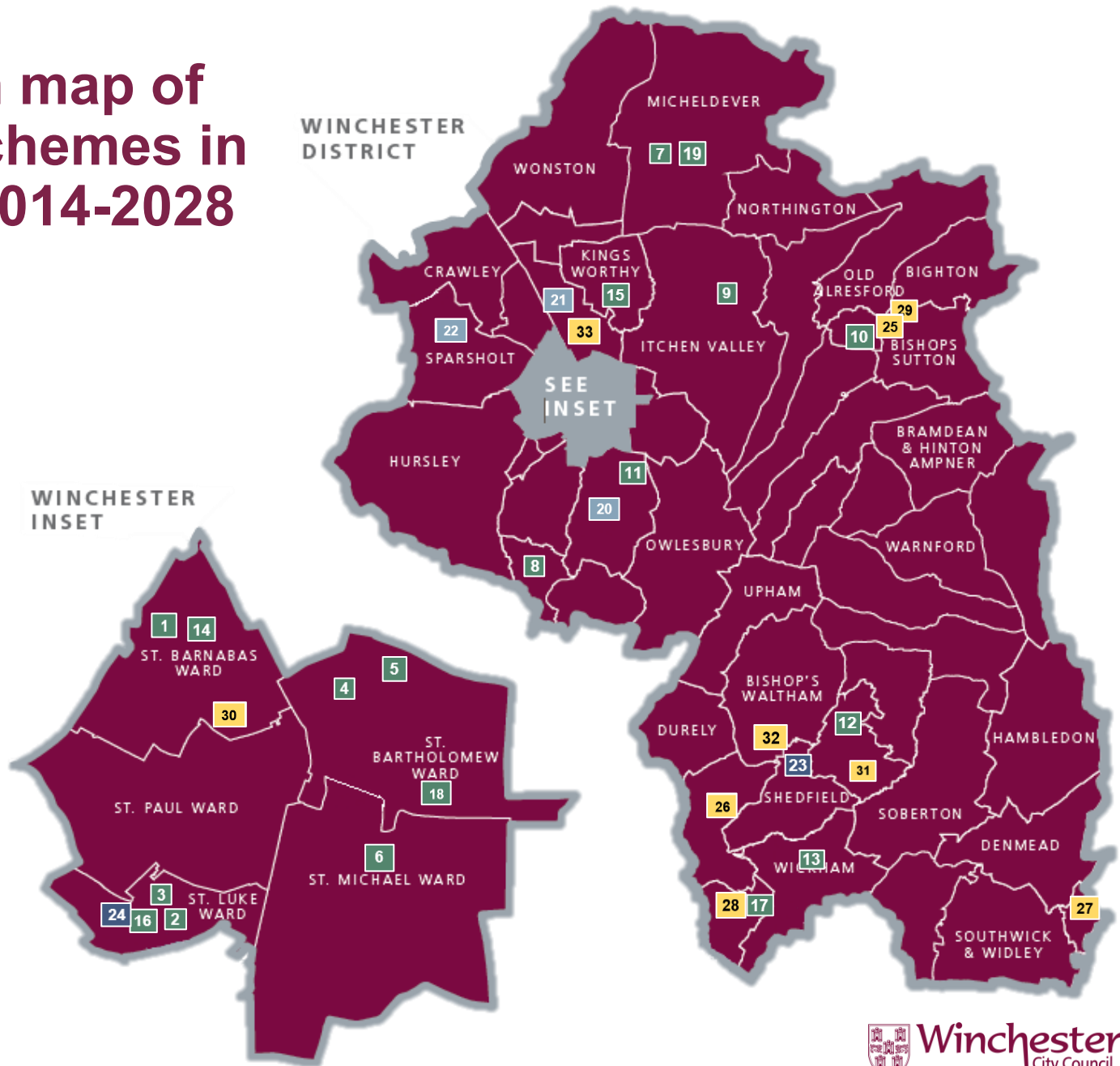
Distribution map of WCC & RP schemes in the District 2014-2028

Completed Schemes

Schemes on Site

Early-Stage Schemes

RP Forecast



No	Scheme	Units	Parish/Ward
1	Symonds Close (2016)	12	St Barnabas Ward
2	Bailey Close (2018)	5	St Luke Ward
3	New Queens Gate (2016)	21	St Luke Ward
4	Victoria Court (2018)	27	St Bartholomew Ward
5	Hillier Way (2017)	13	St Bartholomew Ward
6	Chesil Lodge (2018)	52	St Michael Ward
7	Barron Close (2014)	5	Micheldever Parish
8	Bourne Close (2014)	3	Otterbourne Parish
9	Station Close (2014)	5	Itchen Valley Parish
10	Mitford Road (2018)	8	New Alresford Parish
11	Dolphin Hill (2020)	2	Twyford Parish
12	Kiln Cottages (2016)	2	Swanmore Parish
13	Mayles Lane (2019)	13	Wickham Parish
14	Rowlings Road (2021)	7	St Barnabas Ward
15	Burnet Lane (2021)	35	Kings Worthy Parish
16	The Valley (2021)	77	St Luke Ward
17	North Whiteley (2023)	54	Curdridge Parish
18	Winnall Flats (2024)	76	St Bartholomew Ward
19	Southbrook Cottages (2024)	6	Micheldever Parish
20	Hazeley Road	10	Twyford Parish

No.	Scheme	Units	Parish/Ward
21	Kings Barton	146	Headbourne Worthy
22	Woodman Close	5	Sparsholt Parish
23	Morgan's Yard	8	Shedfield Parish
24	Minden Way	8	St Luke Ward
25	Sun Lane	140	New Alresford Parish
26	Sherecroft Farm	115	Curdridge Parish
27	Berewood	1020	Newland Parish
28	North Whiteley	445 S106 (Master Plan)	Curdridge
		549 Extra Homes delivered	
29	North of Sun Lane	12	New Alresford Parish
30	Bereweeke Court	32	St Barnabas Ward
31	Cygnets Grange, The Lakes	29	Swanmore Parish
32	Abbey Mill	12	Bishops Waltham
33	Kings Barton	800 (inc. 146 WCC acquisition)	Headbourne Worthy

Distribution map of WCC & RP schemes in the District 2014-2028

High Demand

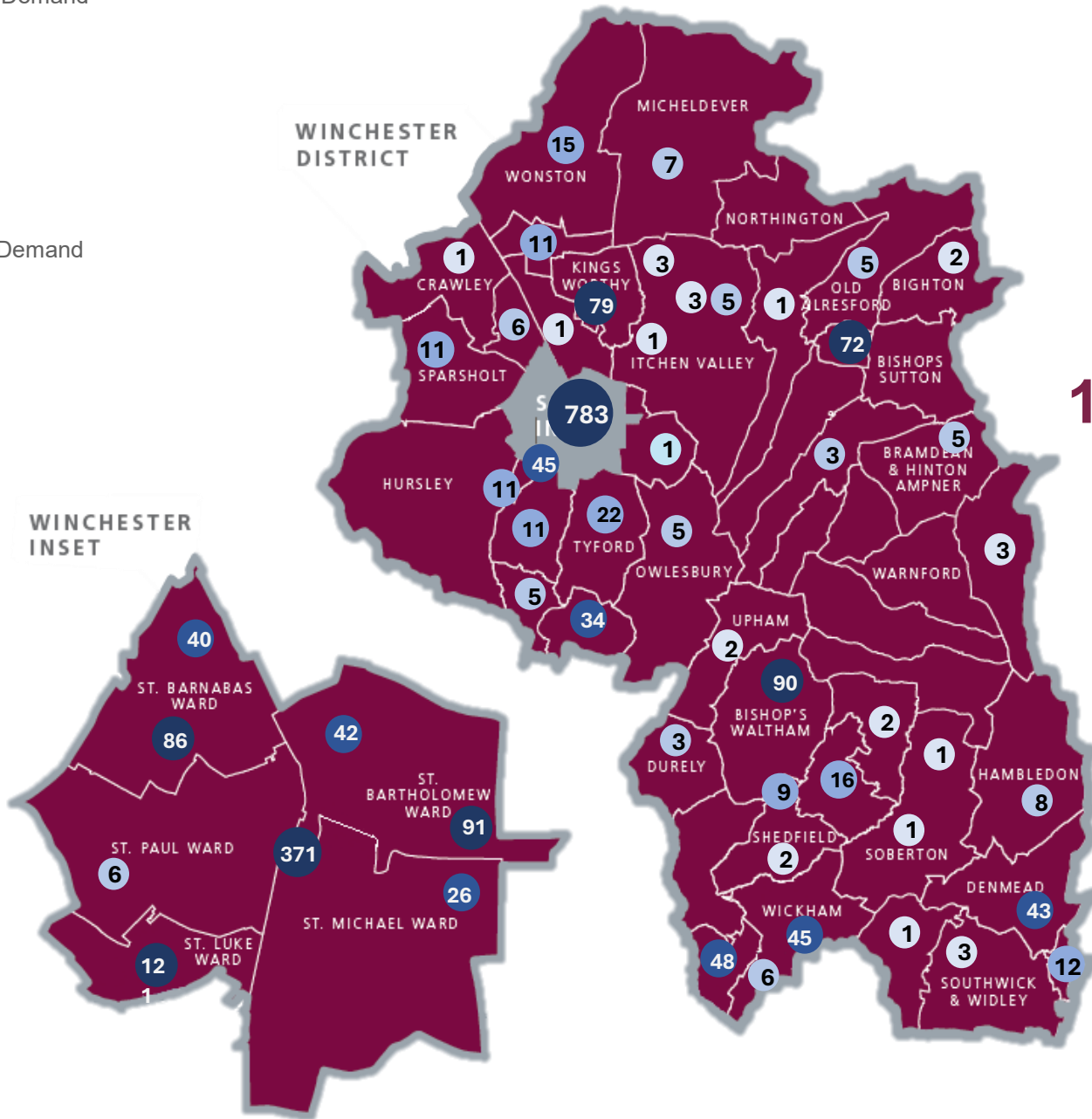
Low Demand

WINCHESTER DISTRICT

1st Preference Location Demand

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WINCHESTER INSET



Data does not mean that applicants have any form of qualifying local connection to the specific areas but instead denotes where they primarily want to live. Data updated October 2025.

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Housing Cabinet July 2026

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10mm Door Undercuts
& Trickle vents

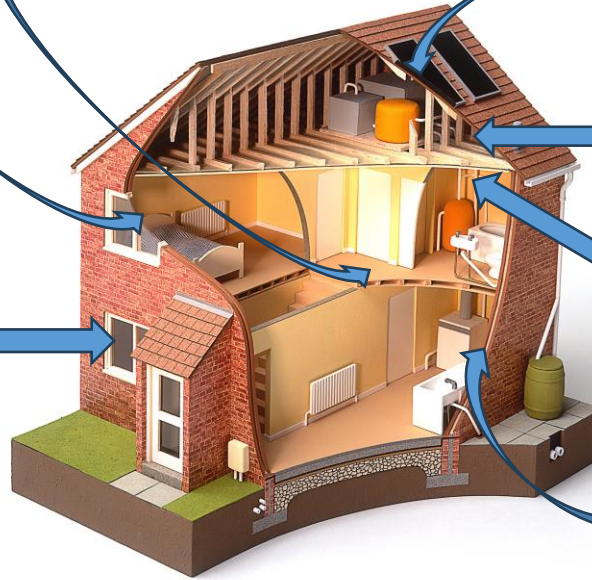
Solar Panels + Battery

Loft Insulation

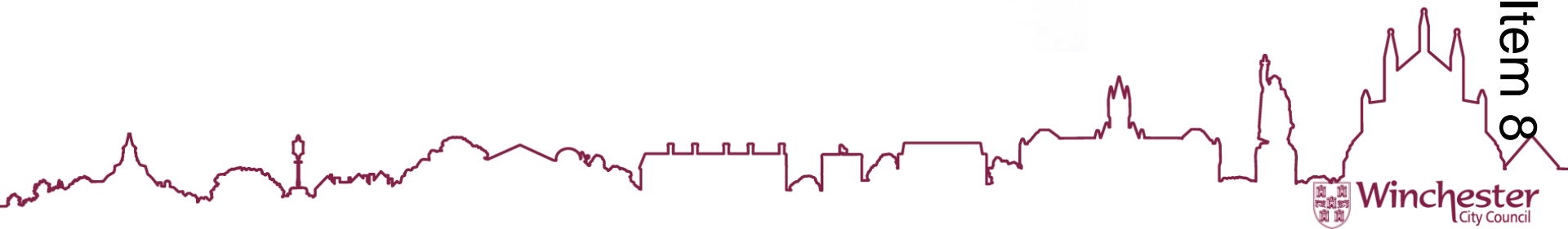
Replace/Upgrade
Extract Ventilation

Wall Insulation

New windows



Agenda Item 8



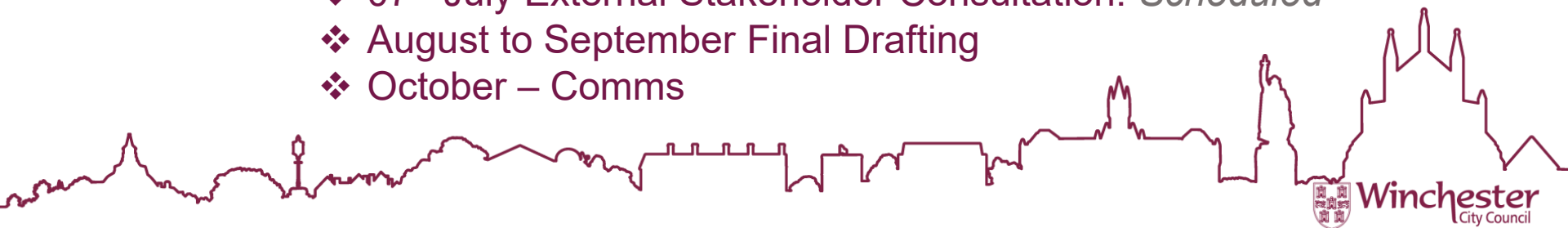
RETROFIT STRATEGY

❖ Retrofit Strategy Project Plan

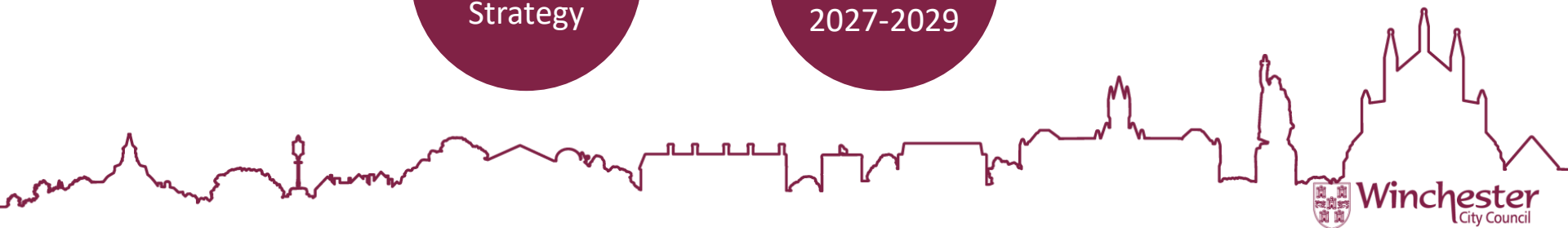
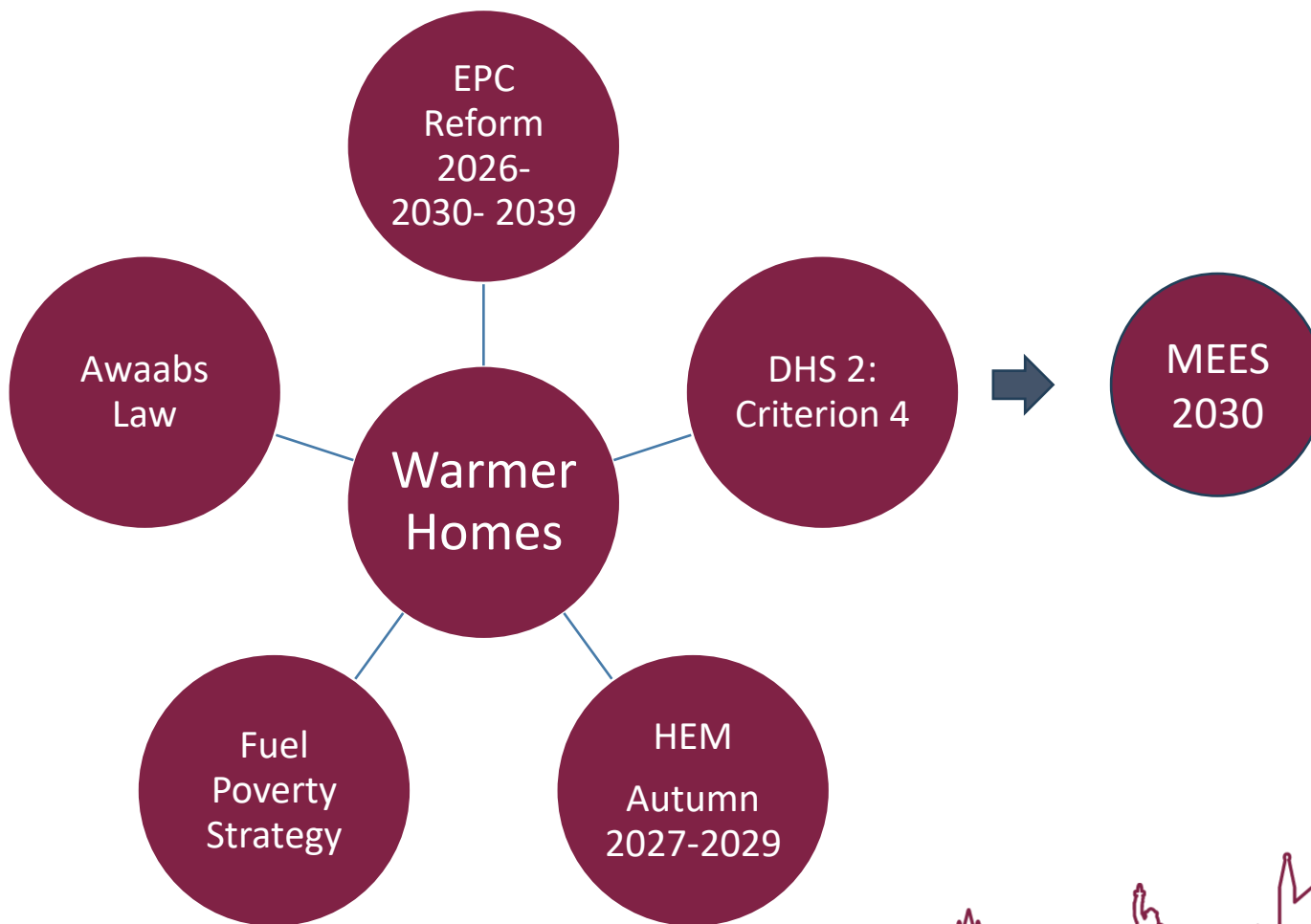
- ❖ Retrofit Journey from 2022 to 2030 and Beyond,
Due date set for Cabinet Feb 2027

❖ Status

- ❖ Strategy Outline: *Complete*
- ❖ Strategy Draft Document: *Complete*
- ❖ **Strategy Engagement Plan:**
 - ❖ Current First Phase Team Consultation: *Completed*
 - ❖ 21st May Tenancy Policy Co-creation: *Completed*
 - ❖ June Second Phase Colleague Consultation: *Underway*
 - ❖ 07th July External Stakeholder Consultation: *Scheduled*
 - ❖ August to September Final Drafting
 - ❖ October – Comms



A combination of interrelated reforms:

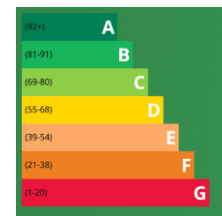


Retrofit Programme Total 2026/2027 - Target

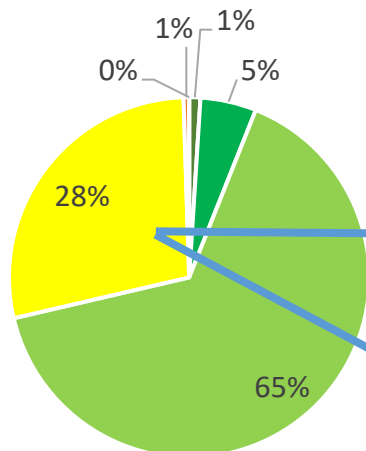
	TARGET PROPERTIES	TARGET MEASURES	NO. OF TAREGT EPC C UPLIFTS	WCC EPC C AND ABOVE TARGETS	DELIVERED PROPERTIES	DELIVERED MEASURES	DELIVERED EPC C AND ABOVE
				Currently 71%			Currently 71%
SHDF SWEDISH COTTAGES	4	9	1				
SHF – WAVE 3	179	819	179	3.4%	5	6	
ENERGY ASSESSMENT CONSERVATION AREA SINGLE GLAZED	500				159		1.3%
MULTI-UNITS	8	16	3				
OTHER MEASURES RESPONSE:	21	21	21	0.4	2	4	
RESPONSE CWI + LI					12	12	
RESPONSE WHOLE HOUSE OTHER MEASURES PLANNED							
PLANNED WINDOWS:	302	302					
TOTAL:	514	1167	204	75%	19	22	72.3%



WARM HOMES SHF WAVE 3



2026



10mm Door Undercuts & Trickle vents



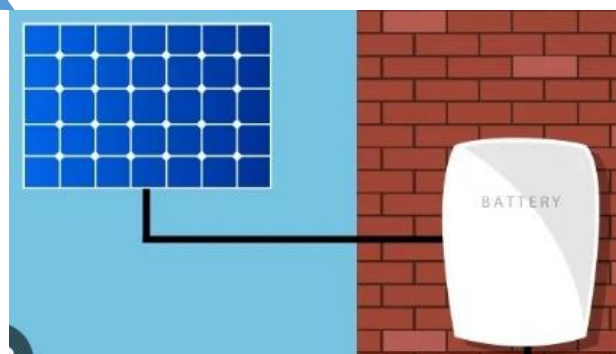
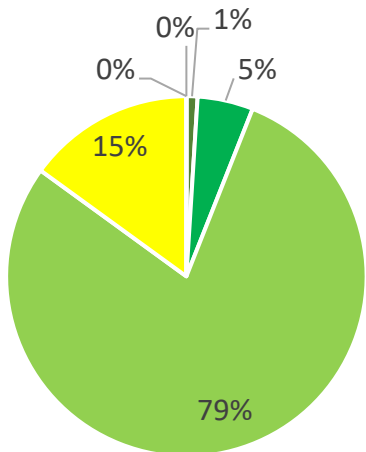
Loft Insulation
Extract Ventilation Upgrade
Cavity Wall Insulation

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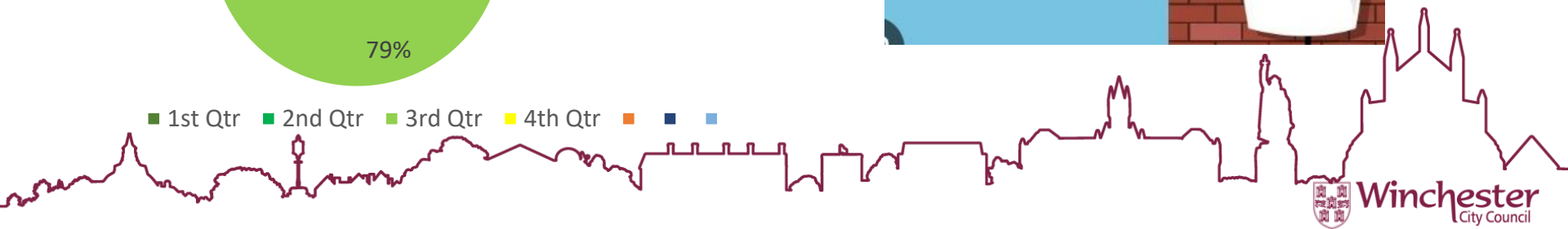
■ 1st Qtr ■ 2nd Qtr ■ 3rd Qtr ■ 4th Qtr ■ ■ ■

Installing energy performance upgrades

2028





■ 1st Qtr ■ 2nd Qtr ■ 3rd Qtr ■ 4th Qtr ■ ■ ■



WARM HOMES SHF WAVE 3: PRESENT

	2025 / 2026	2026 / 2027	2027 / 2028	Total
Solar deliveries / EPC C's	37	280	378	700
Retrofit measures deliveries	45	250	245	650

-  53 Energy Assessments completed
-  'Solar Maintenance and Use': 50 signed agreements. 200 total
-  Solar delivery partner contract sealed
-  Fabric delivery partner contract sealed
-  Single measures contractors piloted
-  Enabling works contractor currently under procurement
-  April was the first full month of solar use for 36 trial properties:
 -  Half of our installations are consuming 50% or more of the solar energy produced
 -  Self-utilisation average 78% - amount energy usage bill has reduced
 -  Average tenant saving equates to £372 pa (*majority bungalows*)



WARM HOMES SHF WAVE 3: PRESENT

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Social Value & Community Impact Award

This category celebrates projects that deliver meaningful and measurable social value while fostering positive impacts within their communities. These projects focus on improving the lives and prospects of the communities that live close to the project area.

- **Morgan Lovell** - Riverlabs
- **Morgan Sindall** - 17 Columbus Courtyard's Social Value and Community Impact
- **Socius & Aviva Capital Partners** - London Cancer Hub, Sutton
- **Stevenage Bioscience Catalyst** - Embedding Community Impact Into the Operation of the Life Sciences Campus
- **Winchester City Council** - Solar and Battery Installation: Use and Maintenance Agreement

CN: Life Science and Tech Cluster Award Nomination

“It was really quite interesting watching the panels go up. I thought they’d be heavy, but they didn’t look very heavy at all!”

“The project manager, all the time, kept me completely informed, which was great – especially at my age. I was born in 1935, and my age group, we’ve never heard of solar panels.”

“They [the panels] have only just gone up, but the project manager said to me ‘your bills will go down you know’ - I don’t have to do anything for it. We’re doing our bit for the environment aren’t we.””

SWEDISH COTTAGES

3 x homes to receive new roofs and windows, surveys underway

Strategy:

Pilot - 3 x properties new insulation product pilot, awaiting engineer **assessment/approval** + solar and battery. 3 x EPC *tbc*

Pilot 1 x pilot property infrared heating proposed, waiting for Engineer confirmation

Property and Tenant Business cases currently underway: identifying support and custom approach



CONSERVATION WINDOWS SINGLE GLAZED

- 8 out of 30 Properties to begin, 22 Completed in 25/26
- Procurement complete
- 3 x Properties to move to EPC C included in Wave 3



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AUDIT PROPERTIES

Status:

- Cardo 300 properties sample taking place with Delivery Partner, 10 Inspections completed and scope of works defined.
- Collaborated with delivery partner



CONSERVATION WINDOWS SINGLE GLAZED

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works on schedule, "perfect fitting", took 6 hours to do 4 windows, likes the look of the windows, contractors were clean, tidy and polite, cleaned up after themselves, all in all the window upgrades went very well, I love the open case windows, thank you."
Mrs Chandler, Middle Brook Street

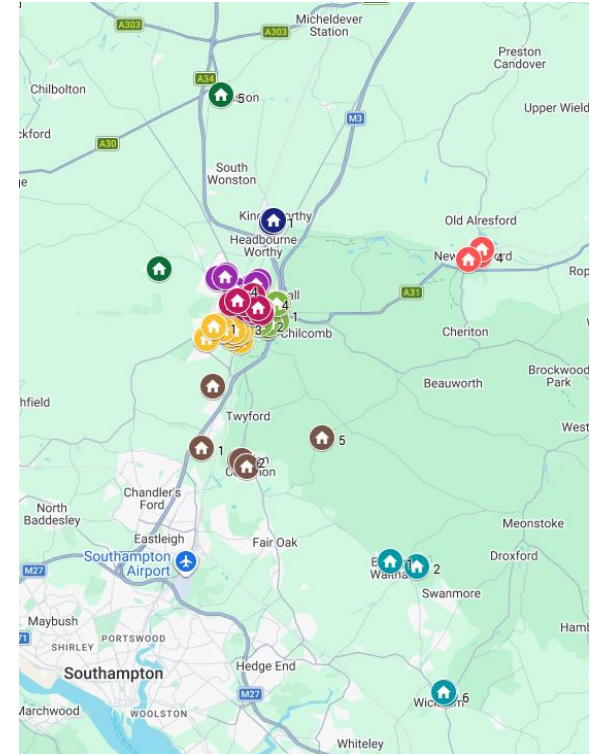
"The property feels significantly warmer since the new windows were installed, and they look absolutely beautiful. Being on a busy street, noise used to be a problem, but the new windows have made the home much quieter, a noticeable improvement. The contractors did an excellent job, thank you." – Ms Worman, Middle Brook Street



Multi Occupancy Retrofit

- 1875 Flats, Bedsits, Maisonettes in WCC Housing Stock
- 216 units across 80 Locations fail to meet EPC C
- Phase 1 & 2 Retrofit Assessments (216 properties), 106 complete of which 68 are EPC C.
- Procurement & Tenant Engagement Strategies progressing
- Programme Criteria & Pilots agreed
- Pilot Properties and Pilot Measures shortlisted

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Winnall Flats Retrofit

- 🏰 40 x 1 Bed, 104 x 2 Bed, 8 x TA 2 Bed & 4 Bedsits, over 4 Blocks
- 🏰 Phase 3 of Options Appraisal complete and final draft presented to Senior Management / Councillors in early '26
- 🏰 Comparable Successful Schemes investigated / visited
- 🏰 Retrofit Scope and High-Level Costs circulated & input sought from wider Housing Team (Planned Maintenance, Fire, Tenancy)
- 🏰 Cost of Decarbonisation vs Minimum EPC Uplift understood
- 🏰 Budget review and essential works options appraisal
- 🏰 **Outside Funding - meetings underway**



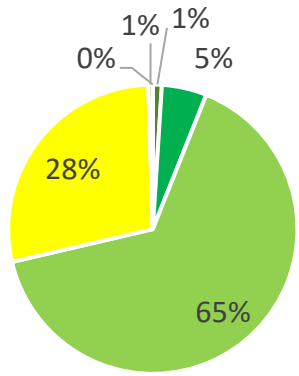
EPC C PROGRESS 2026-2028

Page 35
2025

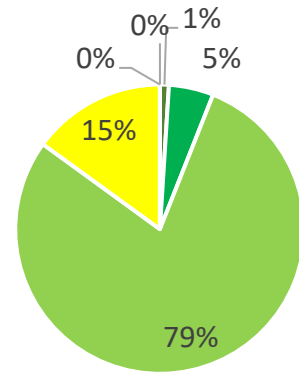
WAVE 3



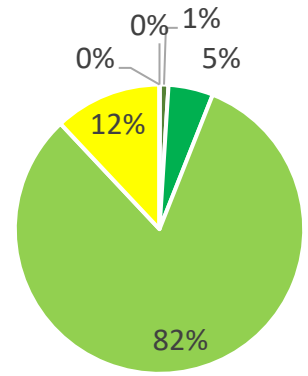
MULTI_UNIT



2028



2028



Programmes run from financial year 26/27 to end of financial year 27/28



Tenant Engagement 2026/2027

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Website

Upgrade and In development with Comms

Swedish Cottages Phase 3 Forum - (In person)

Completed June

Tenant Engagement Strategies for new programmes + EqIA Final Draft

SHF and Window Programme - In person visits

As required

Solar Panel Agreement – In person As required, revised strategy underway

Wave 3 Video Development

<https://youtu.be/0M4Nb4HxWpo>

REPORT TITLE: CONSUMER STANDARDS UPDATE

6 JULY 2026

REPORT OF CABINET MEMBER: Cllr Mark Reach, Good Homes for All

Contact Officer: Laura Doyle Email: ldoyle@winchester.gov.uk

WARD(S): ALL

PURPOSE

The purpose of this report is to update Cabinet Committee Housing on the assessment of the Landlord Services against the Regulator for Social Housing (RSH) Consumer Standards and improvement plans underway to raise the service from its current C3 judgement, received from the RSH in April 2025, following the decision to self-refer.

To support this work, Housing Quality Network (HQN) were commissioned by the council to undertake a mock inspection of the Landlord Service in May 2026. HQN's feedback has informed service improvement plans for four of the consumer standards which are:

- Transparency, Influence and Accountability
- Safety and Quality
- Neighbourhoods and Community
- Tenancy

Service improvements received via the mock inspection process, will inform improvement plans to ensure the landlord service is inspection ready and focussed on achieving a C1 Judgement through that process.

RECOMMENDATIONS:

That Cabinet Committee Housing is asked to:

1. Note that HQN have been commissioned to assess the Landlord Service against the Consumer Standards.
2. Agree the Consumer Standards service improvement plan/s at Appendix A.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Greener Faster

Compliance with the RSH consumer standards is not only a regulatory obligation but also a delivery mechanism for the council's greener faster ambition by enabling better asset management, reduced waste, sustainable communities and informed behaviours as well as stronger performance management, prevention focussed services, skilled staff and improved processes.

1.2 Thriving Places

The council's ambition of creating thriving places is realised through safe and well-maintained homes which contribute positively towards the environment within neighbourhoods which are clean, safe and socially connected whilst communities are engaged, empowered and able to influence their surroundings.

1.3 Healthy Communities

Alignment to the healthy communities ambition is realised as homes are safe and enable healthy living through stable housing preventing both crises and poor health outcomes; also, residents are empowered, informed and supported within their communities which are safe, inclusive and socially connected.

1.4 Good Homes for All

Enabling the delivery of good homes for all is fundamental to regulatory compliance through ensuring homes are maintained in accordance with safety and quality standards as well as ensuring homes are let through a fair and transparent allocations process.

1.5 Efficient and Effective

Compliance with the consumer standards ensures efficient and effective service delivery is achieved as services are proactive rather than reactive, with decisions being data driven so that resources can be targeted where they have the greatest impact and service demand is reduced through both prevention and sustainment.

1.6 Listening and Learning

[Through listening and learning the council are constantly evolving services based on what customers and communities are telling us and what performance data shows. Feedback is actively sought, decisions are informed by data, insight and lived experience, services are continuously reviewed and

improved and the service is transparent, accountable and responsive to its customers.

2 FINANCIAL IMPLICATIONS

- 2.1 HQN Mock inspection was commissioned at a cost of £17,700 and enabled independent subject matter experts to fully scrutinise the council's Landlord Service offer and make recommendations for improvements; alongside our SHINES (Safe Homes, Inclusive Neighbourhoods and Environmentally Sustainable) service purpose, HQN's recommendations will help drive our ambitions to ultimately achieve a C1 rating via the RSH inspection regime.
- 2.2 Having reviewed the mock inspection report and recommendations, these are being costed and budget implications reviewed so that any actions can either be contained within existing resources or opportunities for savings identified elsewhere to help deliver the required improvements.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Through the self-referral process last year, the service has been working closely with the RSH to provide assurance about the improvement work that is underway whilst ensuring that customers, officers and elected members are kept informed of progress. This has been a positive experience, and the council recognises the value of working closely with the RSH as the service continues its improvement journey, focusing on preparing for inspection and having the ambition to improve our C3 rating to C1.
- 3.2 To further support the council's Landlord Service improvement journey, HQN were procured to undertake a 'mock inspection' of the service and to deliver their recommendations.
- 3.3 Any procurement activity associated with delivering the improvement plan recommendations from the HQN 'mock inspection' will be carried out with the support of the Procurement Team and in accordance with Contract Procedure Rules and requirements of national procurement legislation.

4 WORKFORCE IMPLICATIONS

- 4.1 The Landlord Service was restructured in October 2025, within existing budgets, in consideration of the changing legislative and regulatory landscape so that key teams have specific responsibility to ensure compliance with the consumer standards.
- 4.2 This has enabled named roles to be accountable and responsible for a specific standard and associated service improvements required in respect of each.

- 4.3 Aligning consumer standard responsibilities in this way, has enabled the creation of an operational Consumer Standard group which meets regularly to oversee progress against each standard, enables gap analysis and prioritisation of service improvements. The progress of this group is then reported directly to the Strategic Consumer Group comprising of members of the Housing Leadership Board to help address any barriers or blockers to progress.
- 4.4 Through working with HQN, the mock inspection is an opportunity for the service to demonstrate not only service improvements, but to be open and honest about where the service can and should be better so that the service is accountable to and transparent with our customers about our continuous improvement journey.
- 4.5 This work is reinforced by the embedding of SHINES (Safe Homes, Inclusive Neighbourhoods and Environmentally Sustainable) as the Landlord Service purpose to which all colleagues are aligned and updated via regular quarterly all Housing service meetings, led by the Strategic Director and Corporate Head of Housing, to drive improvements in both service delivery and the customer journey.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The Landlord Service has obligations to manage and maintain its HRA assets through responsive repairs, compliance with the 'Big 6' health and safety servicing regimes of asbestos, electrical safety, fire safety, gas safety, lifts/ LOLER, water(legionella) as well through cyclical/ planned works to ensure both statutory and regulatory compliance.
- 5.2 The HQN mock inspection has reviewed progress against the existing Safety and Quality improvement plan and identified further opportunities for the Landlord Service to improve against this and the remaining four consumer standards.

6 CONSULTATION AND COMMUNICATION

- 6.1 TACT Board have been informed throughout the regulatory self-referral journey and updated on progress against the Safety and Quality service improvement plan. The January 2026 TACT meeting was also observed by the RSH and positive feedback was received about the engagement of the group in relation to co-regulation and service scrutiny; a suggestion was also made about improvement opportunities to ensure the further embedding of 'tenant voice' via TACT Board.
- 6.2 TACT Board on 12th May 2026 was observed by HQN as part of their mock inspection and their observations about the effectiveness of the board, governance arrangements and opportunities to strengthen transparency, influence and accountability to further embed co-regulation and tenant scrutiny are welcomed and feature in the improvement plan specific to this standard.

- 6.3 The work of the Board is also informed by the outcomes achieved from both topic specific customer scrutiny groups as well as the quarterly Housing Improvement Workshops which focus on the Consumer Standards and our customers lived experience of the Landlord Service. Thus, working together, the service can ensure robust customer engagement and involvement to improve both the service offer, the customer experience and drive improvements in Tenant Satisfaction Measures (TSMs).
- 6.4 As referenced at 4.3. colleagues are kept informed of progress on the landlord regulatory journey via the quarterly SHINES meetings, team meetings and via Teams channel updates.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Environmental considerations link back to the services Greener Faster ambitions through enabling better asset management, reduced waste, sustainable communities and informed behaviours as well as stronger performance management and prevention focussed services.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 Service improvements arising from the HQN mock inspection of our compliance against all of the consumer standards will be subject to Equality Impact Assessment once identified.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 No data protection considerations.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure The costs of the proposed action plan and contingency to address regulatory requirements will be additional to the Housing Revenue Account.	Costs have been built into the HRA 2026/27 budget and HRA business plan.	
Exposure to challenge Exposure to enforcement action by either the RSH or Housing Ombudsman Service as they work collaboratively.	Following our self-referral and C3 judgement, engagement with the RSH has gone well, with assurance and progress evident from our current service improvement	Inspection by the RSH, date yet to be confirmed, is the opportunity for the Landlord Service to improve on its C3 rating with the stated ambition

	plans, whilst regulator meetings have moved from monthly to bi-monthly.	that C1 is the outcome we are seeking.
Innovation Service innovation has not progressed as it could have as full exploitation of systems and data has not been achieved.	Working with our Housing Management System (MRI) partners, we have purchased several systems to enable service improvements.	These purchases will enable joined up working across the service along with digital efficiencies to improve both the customer and colleague experience,
Reputation A C3 judgement is a rating for a failing service due to the Landlord Service not being fully compliant with either the Safety and Quality or Transparency, Influence and Accountability Standards.	The delivery of service improvement plans for these standards have been overseen by both PAC Board and the RSH with regular updates provided to Cab Comm Committee	This work will support the Landlord Service focus on achieving a C1 rating at RSH inspection.
Achievement of outcome The HQN mock inspection will support the Landlord Service ambitions to improve upon its C3 RSH rating via inspection.	The mock inspection will inform the delivery of Landlord Service improvement plans against all of the consumer standards, the delivery of which will be overseen by the operational and strategic standards groups with regular updates to TACT and Cab Comm.	The mock inspection is an independent process and enables the opportunity for robust service scrutiny so that action planning and service improvements are clearly defined which support our C1 rating inspection ambitions.
Property Effective management of all HRA assets to ensure compliance with the consumer standards and that our homes, and customers living in them, are safe and secure.	Our engagement with the RSH from January 2025 onwards has enabled robust oversight of our Safety and Quality consumer standard service improvement plan and given assurance about progress against the 'Big 6' compliance areas.	Engaging with HQN is a further opportunity to recognise and deliver service improvements against the Consumer Standards to ensure our tenants receive the best Landlord service, aligned to both SHINES and regulatory expectations.

<p>Community Support Is crucial so that our customers are assured of our commitments to them as their landlord.</p>	<p>The Tenant Partnership & Influence Plan (2025–2030) has been devised as a key step forward in strengthening how we work with tenants and leaseholders.</p>	<p>This is plan has been co-produced with tenants to ensure that our customers lived experience directly shapes our approach. The Plan responds to expectations from the Regulator of Social Housing and sets out how engagement will be:</p> <ul style="list-style-type: none"> • Timely • Meaningful • Influential <p>It introduces a clear, structured approach to embedding tenant voice across all areas of the Landlord Service.</p>
<p>Timescales The timescale for mock inspection is through May with outcomes and recommendations received in June 2026. The date of RSH inspection is yet to be confirmed.</p>	<p>Colleagues/ teams are aligned to the importance of the mock inspection to help drive service improvements linking to both the SHINES service purpose and the consumer standards so that any areas of weakness can be addressed.</p>	<p>The cross-service commitment to service improvement is evident with colleagues aligned in their commitment to improve from C3 to a C1 judgement.</p>
<p>Project capacity The project is being resourced within existing resources.</p>	<p>Inviting HQN to complete the mock inspection has enabled colleagues involved in the consumer standards work to prepare for this alongside delivering operational customer facing services</p>	<p>The mock inspection is being undertaken by a social housing sector consultancy, and their recommendations will enable us to learn from and embed best practice in the delivery of landlord services whilst supporting our journey from C3 to C1.</p>
<p>Local Government Reorganisation Through mid-Hampshire LGR, we will be joining</p>	<p>The HQN mock inspection will enable the landlord service to have robust service improvement plans in</p>	<p>This approach shows transparency in service delivery and a commitment to deliver the best possible services to</p>

one other stock holding LA landlord (NFDC).	place to ensure compliance with all RSH consumer standards, thereby ensuing continuous service improvements for our customers.	our customers during a time of significant change.
Other		

11 SUPPORTING INFORMATION:

- 11.1 In July and August 2024, a self-assessment was completed against all the RSH consumer standards and from this an improvement plan was devised specifically for the Safety and Quality consumer standard, working with Penningtons Choices, an independent social housing specialist consultancy to help inform this, which was shared with the RSH in January 2025 as part of the self-referral process.
- 11.2 In April 2025 the council were given a C3 judgement for the consumer standards As C3 is a judgement that describes a social landlord (council or housing association) has 'having serious failings in meeting consumer standards and must make significant improvements' the service has sought to learn from other council housing providers such as Bournemouth, Christchurch and Poole, with whom officers met within March 2026 who used HQN to guide their service improvement journeys from C3 to C1 at inspection.
- 11.3 An improvement plan was formed to ensure compliance with the Safety and Quality standard was improved. The progress was and has been shared with the RSH on a monthly basis since the council's C3 judgement
- 11.4 Internal governance and oversight of the service improvement plan is achieved via the monthly performance scorecards which are presented to Housing Leadership Board (HLB) every month, shared monthly with the Cabinet member for Good Homes and overseen via the cyclical TACT Board meetings. In addition, PAC Board receives a monthly update on progress against the improvement plan. Feedback from the March 2026 meeting with the RSH was that 'they were impressed with the speed of progress to date and that they would be recommending moving to bi-monthly meetings' which is viewed as extremely positive.
- 11.5 The self-assessments against the other consumer standards have also informed and influenced the ongoing council's Landlord Service improvement journey thus far with initiatives such as:
- Obtaining Domestic Abuse Housing Alliance (DAHA) accreditation in June 2025 which is the UK benchmark for how housing providers should respond to domestic abuse in the UK and includes 8 priority areas that considers an organisation's operations to deliver safe and effective

interventions in domestic abuse. (DAHA accreditation is recognised in the government's 'Ending Violence against Women and Girls Strategy: 2016 to 2020')

- Working with RESOLVE, the UK's leading community safety experts to review and help us develop best practice in our approach, handling and management of Anti- Social Behaviour. Their recommendations have been used to inform both service structures and policy/ procedural changes to help improve our offer and customer satisfaction with the service.
- A pilot project to help address tenancy fraud throughout the tenancy lifecycle which has seen:

Right To Buys (RTBs): denied or withdrawn since the October 2024 change in discount resulting in 16 withdrawn on request for additional info. This prevented sales of 36 council houses worth £3.3 million which have been retained within the housing stock, safeguarding the associated rental income stream and reducing pressure on the need to replace stock.

The fact that 5 of the 12 applications since the discount was reduced have been denied demonstrates the requirement for ongoing comprehensive checks on all applications

Tenancy Fraud investigations have seen 5 properties recovered without recourse to legal action, a further 4 cases have been referred for legal action and a further 12 investigations are still ongoing.

- 11.6 HQN are a social housing sector consultancy which provides high-quality advice, tailored support and training to housing associations, councils, ALMOs and other housing providers.
- 11.7 HQN undertake their mock inspections over a period of a week using differing methodologies to gather and triangulate their evidence about the Landlord Service. They request documentary evidence to support their work and whilst on site hold meetings with colleagues, involved customers, elected members, focus groups, semi structured interviews, as well as on site visits to our estates and communities.
- 11.8 Their findings will help inform the overarching service improvement plan for the Landlord Service
- 11.9 HQN visited Winchester City Council in May 2026 and 2 inspectors spent a total of 4 days with the senior leadership team, HLB, officers, tenants and visited the council's estates and council homes. They also attended a TACT meeting and an HLB meeting.
- 11.10 The HQN inspectors evaluated our current services against each consumer standard which are outlined in the purpose part of this report

11.11 HQN have provided their feedback, and the feedback was very positive. The key message from the inspection was that clear progress has been made particularly in governance, compliance and tenant engagement but further work is required to evidence full compliance with the consumer standards and that strong foundations are in place and future success depends on consistent delivery, improved data and clear accountability across services.

11.12 A summary of their main findings is outlined below against each consumer standard

- **Safety and Quality-**

- High compliance across core safety areas, but asset management, stock data and long- term investment planning remain key weaknesses requiring urgent development

- **Transparency, influence and accountability (TIA)**

- Good progress on tenant engagement, but lack of robust tenant/household data limit's ability to demonstrate fairness, target services, and evidence impact.

- **Tenancy**

- Solid policy framework and strong tenancy sustainment support, but greater evidence of outcomes and performance reporting is needed to demonstrate effectiveness.

- **Neighbourhood and Community**

- Positive improvement in satisfaction and strong community initiatives, but need to strengthen ASB reporting, partnership evidence, and outcome-based performance.

- **Main conclusions**

- The organisation is firmly on an improvement journey, with clear evidence of commitment, cultural change, and strengthening governance.
- Achieving compliance will require a more robust, structured and clearly owned improvement plan, with defined actions, timelines and measures of success.
- Data quality, insight and evidence are the critical enablers to demonstrate compliance and drive service improvement.
- Programme management and organisational clarity must be strengthened to ensure all staff understand priorities, expectations and their role in delivery.
- With focused effort on these areas, achieving a compliant regulatory position is realistic and within reach.

- A high-level presentation of their findings can be found in Appendix 1 of this report
- 11.13 HLB have considered these findings, and they have been incorporated into an action plan, and the stand-alone compliance action plan has now been consolidated into this plan. The draft high level action plan can be found in Appendix 2. Priority and key dates will be confirmed at July's HLB
- 11.14 HQN's feedback and recommendations will be discussed with the regulators at the next scheduled bi-monthly meeting
- 11.15 The governance of the action plan will be as follows;
- Each standard will be owned by the relevant consumer standard Champion. The Champions will meet fortnightly, feeding into the Consumer Standards strategic group. Once the Housing Assurance board has been set up, it will then feed into this board, and the Consumer Standards Strategic board will become obsolete
 - The plan will be monitored monthly at HLB and PAC board may also monitor the progress of the action plan.
 - Bi-monthly RSH meetings

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The option to do nothing is not recommended. This would not provide the best possible services to our customers and could lead to regulatory intervention. Also, the inspection regime is underway, and we want to be inspection ready and focussed on achieving a C1 judgement.
- 12.2 Development of our own consumer standard improvement plans has been considered and rejected; through working with HQN we have commissioned advice from external independent experts, and it would not be in the council's interest or resource to develop alternative plans.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

HOUSING COMPLIANCE POLICIES (CAB3520(H)) Reported to November 2025 Committee Meeting

SOCIAL HOUSING REGULATION INSPECTION REGIME (CAB3450(H)) Reported to February 2024 Committee meeting

CAB3429 (H) Tenant Satisfaction Survey (TSS) Results Cabinet Committee Housing 14th November 2023

Presentation: Social Housing White paper- the Charter for Social Housing Residents
Economy and Housing Policy Committee (formerly Business and Housing Policy
Committee) 28 February 2023

Other Background Documents:- None

APPENDICES:

Appendix 1- Consumer Standards high level draft action plan

Appendix 2- HQN feedback presentation

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Activity	Responsible	Priority	Target date
Stock investment			
Develop a 30 year investment plan supported by detailed 5 year investment plan ensuring compliance with Decent homes standard including new requirements of Decent Homes 2 -MILESTONE	Assett and Planned Manager		
Develop a 5 year stock investment plan informed by up to date stock condition survey data-MILESTONE	Assett and Planned Manager		
Review and update a detailed Asset management strategy with key objectives and targets aligned to delivery plan	Assett and Planned Manager		
Repairs and maintenance			
Ensure robust processes and contract management in place for new repairs, maintenance and voids contract	Responsive Repairs and Voids Manager		
Ensure performance management of repairs and maintenance contract in place to monitor required improvements in service delivery	Responsive Repairs and Voids Manager		
Ensure strict protocols in place with new contractor for triage particularly around damp, mould and condensation and requirements under Awaab's Law	Responsive Repairs and Voids Manager		
Ensure effective processes in place for data management, validation and systems monitoring	Responsive Repairs and Voids Manager Housing Policy and Projects Manger		
Ensure processes in place to robustly manage and monitor compliance with Awaab's Law	Responsive Repairs and Voids Manager		
As part of a wider integrated approach to DMC, introduce analysis systems, risk profiling and similar exercises to identify high risk properties and tenancies associated with DMC	Responsive Repairs and Voids Manager Housing Services Manager		
Develop and implement, in partnership with your new contractor, a repairs recovery plan to ensure repairs and maintenance performance is consistently in line with targets in your policy	Assett and Planned Manager		
Develop a performance framework for aids and adaptations to be signed off within the governance structure	Assett and Planned Manager		
Compliance			
Develop an overarching compliance dashboard in line with best practice	Building Safety Manager		

Activity	Responsible	Priority	Target date
Tenant data			
Develop household data strategy	Tenant Partnership Manager		
Create a robust plan for tenant data collection and use	Tenant Partnership Manager		
Ensure skills and resource in place to analyse and use tenant data to drive service improvements	Housing Policy and Projects Manager		
Review corporate EDI strategy to consider additional guidance for housing	Tenant Partnership Manager		
Training			
Ensure relevant EDI training in place for staff and contractors	Tenant Partnership Manager		
Bring in customer experience training for all staff and contractors	Housing Policy and Projects Manager		
Tenant scrutiny			
Continue to develop involvement and tenant scrutiny	Tenant Partnership Manager		
Consider how you hear the voices of different groups including rural tenants	Tenant Partnership Manager		
Service standards			
Work with tenants to review service standards	Tenant Partnership Manager		
Clear plan with timeframes for review of standards work	Housing Policy and Projects Manager		
Complaints			
Develop process for using complaints insights in timely way to drive service improvements	Housing Projects & Performance Manager		
Develop stronger process for/evidence of learning from complaints- both through individual cases and themes	Housing Projects & Performance Manager		
Service and performance data			
Develop real time data for sharing with tenants to see improvements over time	Housing Policy and Projects Manager		
Communication			
Ensure tenants have information and acces to services through non digital channels	Housing Projects & Performance Manager		
Review website page for complaints to link to housing page clearly form corporate page	Housing Projects & Performance Manager		

Activity	Responsible	Priority	Target date
Partnership working			
Collate clearer evidence of the partnership work that the landlord service does with others to support tenants	Area Housing Manager		
Safety of shared spaces			
review service standards with tenants	Estates Complaine Officer Tenant Partnership Manager		
review communal areas policy with tenants	Estates Complaine Officer Tenant Partnership Manager		
Work with tenants to monitor service standards through scheduled estate walk abouts, block or neighbourhood champions, tenant feedback and review of any complaints	Estates Complaine Officer		
ASB & DA			
review service standards for ASB with tenants	Area Housing Manager Tenant Partnership Manager		
Clearly define ASB to ensure accurate monitoring and treated separately to low level complaints	Area Housing Manager		
Ensure effective triage for ASB linked to service standards with effective monitoring in place	Area Housing Manager		
Monitor effectiveness of tenant experience to improve service delivery and increase satisfaciton	Area Housing Manager		
Domestic abuse			
Monitor work In respect of Domestic Abuse especially in respect of resource for complex cases	Sstrategic Project Lead - Dimestic Abuse		
Hate crime			
Hate crime training for staff	Community Safety Manager		
Look at communication and engagement with tenants around hate crime to raise awareness	Area Housing Manager		

Activity	Lead	Priority	Target
Allocations			
Review allocations and lettings along with refusals data to ensure no changes to policy or process required	Area Housing Manager		
Tenure			
Introductory and Secure Tenancy Agreements to be reviewed with tenants	Area Housing Manager Housing Services Manager Tenant Partnership		
Review of reporting requirements for lettings to ensure all data provided in one report for operations, strategic monitoring and trend analysis	Area Housing Manager Housing Services Manager		
Tenancy fraud			
Training on tenancy fraud for staff to raise awareness and ensure reporting	To be confirmed		

Winchester City Council
Consumer standards feedback
Kevin Bentley and Suzanne Hemingway
May 2026


General observations: already on an improvement journey




- Self-referral to RSH in January 2023 – graded C3 (based on S&Q and TIA)
- Improvements started so far:
 - New management structure/team
 - New IT upgrades procured but not yet in place
 - Culture – increasing accountability and customer-focus
 - Investment in new approach to hearing the tenant and resident voice
- Mock inspection to provide challenge to the process – but current version of improvement plan not shared
- Summary: strong progress visible in some areas - but more to be done to achieve compliant position
- Staff are committed and keen – but sometimes confused by the rapid changes, struggling to see the bigger picture and where they fit

Overall: *WCC need to continue the improvement journey in order to be certain of evidencing that it is compliant with the consumer standards in all areas*

Governance

- TACT – Tenants and Council Together – brings a range of customer voices from different groups/roles together
- Cabinet member is also the MRC, and chairs the TACT Board – direct link to tenant voice
- Cabinet Housing Committee:
 - Meets three times a year to consider housing issues
 - Now receives reports on compliance and KPI performance (including ASB evictions, other evictions, downsizers, safeguarding referrals, arrears, voids)

 Bench mark (LA)	2024/25 result	Change over time	2025/26 result
69%	76%	↑	78%
72%	76%	↓	74%
68%	72%	↔	72%
68%	73%	↔	73%
74%	76%	↑	77%
57%	61%	↔	61%
69%	71%	↓	70%
75%	77%	↔	77%
31%	34%	↑	37%
63%	61%	↑	71%
62%	60%	↑	61%
57%	55%	↓	51%

 statistically significant improvement
  no statistically significant change
  statistically significant decline

Tenant Satisfaction Measure

- TP01 satisfaction overall
- TP02 repairs service in last 12 months
- TP03 time taken to complete last repair
- TP04 home is well maintained
- TP05 home is safe
- TP06 listens to views and acts on them
- TP07 being kept informed
- TP08 treated fairly and with respect
- TP09 approach to handling complaints
- TP10 communal areas clean and maintained
- TP11 makes a positive contribution to area
- TP12 approach to handling ASB

Safety and Quality Standard

The headlines – safety and quality

- Regular compliance and performance reports are reported into the governance structure covering all key areas including, fire, risk assessments, asbestos management, lifts, water, hygiene, gas and general health and safety compliance
- Compliance levels in all key areas are high (almost all 100%)
- Good systems in place to cross check, audit and validate compliance (**not** repairs) information
- Stock data, stock surveys, forward investment planning and alignment to the HRA business plan are currently weak and underdeveloped, but an area of focus
- Lack of an asset management strategy, a major weakness
- Decarbonisation plans, particularly towards EPC band C amongst the best we have seen
- Mobilisation of the new R&M contract and the implications of delegation of repairs ordering including DMC cases a major risk

The headlines – safety and quality

Overall, this standard may be able to achieve a compliant C2 rating, providing:

- Upon completion of the stock condition survey, robust up-to-date stock data becomes available for future planning purposes
- This stock condition data is demonstrably used to develop a fully funded, via the HRA, 30-year investment plan and supported by a detailed five-year investment and delivery plan
- A detailed asset management strategy with key objectives and targets, aligned to the delivery plan is developed
- Repairs and maintenance service delivery is improved to achieve performance levels at target levels

Specific observations – stock quality and decency (1)

- Ongoing stock condition survey c.80% stock has been surveyed
 - Currently projected to be at 100% survey data by July 2026
 - Reporting 209 non-decent homes reduced from c.800 – good progress (but c.20% of stock still to be surveyed)
 - All 209 non-decent dwellings in programme
 - HHSRS hazards reported in landlord services scorecard quarterly
- But SCS is yet to be developed into a detailed stock investment programme derived (currently) from Keystone SCS database
- Life cycle and component costs not yet fully updated which may impact significantly on current indicative projections
- Detailed investment plans not yet fully developed – a priority
- NPV option appraisal model for unsustainable stock not yet in place or developed
- Good knowledge of EPC rating – (c.29%) of properties below EPC band C – but funding and plans to achieve band C fully in place

Specific observations – stock quality and decency (2)

- Using energy efficiency software modelling to assist in prioritising and planning
- Lack of integrated approach between retrofit team and strategic approach to DMC, eg, risk profiling of properties and new tenancies, etc
- Lack of integrated approach between the retrofit team and asset management particularly evidenced by the draft investment plan we saw not including EPC band C and future decarbonisation costs

Building safety performance/compliance – most recent data

Compliance	Latest reported data (March 2026)
BS01 – Gas safety checks	100%
BS02 – Fire safety checks	100%
BS03 – Asbestos safety checks	100%
BS04 – Water safety (legionella) checks	100%
BS05 – Lift safety checks	96.49%%
BS06 EICR inspections (domestic)	99.19%

Specific observations – building safety

- Good structured cyclical inspection systems are in place covering all key areas including, with good compliance performance reported in all key areas
- Surprisingly, not on MOT style gas servicing arrangements
- Validation and compliance software in place – ‘TCW’ and ‘True Compliance’
- Reporting is somewhat fragmented, and can be difficult to read/analyse – no ‘over-arching’ compliance dashboard in place – this is good and increasingly common practice (we can send you a good example)
- Good knowledge and management of follow up actions in all key compliance areas, eg, low/medium actions following FRAs
- Follow on actions following compliance on-site inspections/assessments are raised through Orchard meaning performance reports, outstanding job reports etc can be easily tracked and produced

Specific observations – health and safety (1)

- All 'big six' policies (+ damp and mould) – all in place
- Need to develop a policy and overall approach to the risk of radon in dwellings – there appear to be some higher risk areas in the Council area
- Good range of policies and associated information are on the published the Council website in line with good practice
- Low levels of disrepair cases are reported – appear to be well managed

Specific observations – health and safety (2)

Damp, mould and condensation

- Good process in place for DMC – including policy and service standards
- Good information for tenants on website
- System in place at first point of contact, early qualified surveyor involvement – we are concerned at the delegation of this extremely important function to your new repairs contractor
- No clear analysis/profiling of damp, mould and condensation, eg, by age of property, archetype, geographical location, tenant profile
- No system to identify high-risk properties/tenancies
- Follow up assessments and post inspections not being delivered to target
- Analysis of cases by principal rising damp, penetrating or condensation, poor ventilation systems etc – not in place

Specific observations – repairs, maintenance and planned improvements

- Website includes information for tenants on repairs and improvements
- Tenant information on website with some good advice, information and guidance (but underdeveloped compared to BP, eg, video guides etc)
- Well written repairs policy in place published on website as well as repairs guidance
- Tenants can report repairs online – book an appointment, but not modify, track and change an appointment – will the new contract enable this?
- But ... poor repairs performance information is consistently reported (March):

Repair category	Performance	Target
Category A Emergencies (2 hours)	80%	100%
Category B - Urgent (5 days)	77%	93%
Category C - Routine (20 days)	84%	90% (U and R)
Customer satisfaction	88%	93%

Priorities (1)

- Urgently develop a detailed five-year investment plan, using up-to-date stock condition data when this becomes available
- Ensure costs component costs, life cycles and other key financial data in day stock modelling software are up to date and based on either actual costs were known or good comparative market data
- Ensure the future investment program derived from stock data is fully fundable and incorporated into the asset management strategy/the investment planning framework and demonstrably part of future investment plans. Headroom in the HRA BP will need to be demonstrated
- Ensure future investment programs demonstrably ensure for compliance with decent home standards, including new requirements of DH2
- Ensure the investment plans fully incorporate anticipated costs for achieving EPC band C by 2030, and future decarbonisation costs

Priorities (2)

- Ensure extremely strict protocols and procedures are in place for the new repairs contractor, particularly around triage arrangements for DMC, and going forward the impending requirements under Awaab's Law
- Urgently develop and implement, in partnership with your new contractor, a repairs recovery plan to ensure repairs and maintenance performance is consistently in line with targets in your policy
- Ensure follow-up visits to damp mould and condensation cases, are in place robustly
- As part of a wider integrated approach to DMC, introduce analysis systems, risk profiling and similar exercises to identify high risk properties and tenancies associated with DMC
- Develop a performance framework for aids and adaptations to be signed off within the governance structure



Transparency, Influence and Accountability Standard

The headlines – transparency, influence and accountability

- Work on tenant involvement progressing well – tenants are involved in a range of different roles and groups
- Routes in place for tenant voice to influence policy - through housing improvement workshops, and readers panels
- Plans to establish tenant scrutiny and further expand involvement in 2026/27
- Service standards in place for tenant involvement but other areas need review or development
- Complaints service has improved, need to consider how to use insights from complaints more quickly and effectively
- Lack of tenant and household data impacts on ability to demonstrate fair services – collecting tenant data need to be a high priority
- Overall, this standard may be able to achieve a compliant C2 rating if there is a clear plan in place for data collection and use, with evidence of prioritisation and progress

Fairness and respect/diverse needs

- TSM “treated fairly and with respect” – 77%
- Housing values in service plan; staff receive EDI and safeguarding training online at induction
- Managers report a desire to bring in customer experience training to support culture change
- Complaints team reported no complaints about fairness
- Different levels of satisfaction across geographical areas – is there an issue of fairness in outcomes here? Consider why this is happening
- Further work to identify whether services are fair depends on having information on the diverse make up and needs tenants and residents
- A clear strategy and plan for household data collection and use needs to be a high priority – with targets that are monitored (and resource to achieve them)

Tenant and leaseholder engagement

- Strong partnership and influence plan and tenant partnership charter
- Good evidence of involving tenants in a variety of ways and using it to learn
 - Workshops and other participatory activity have an evaluation activity for tenants to feedback on the format/content of the session
- Housing improvement workshops – tenants choose the focus, the workshops include participation to influence service improvements
- Policy co-creation groups – working together on specific areas of policy, feeding into tenants reading and commenting on policies
- Armchair reviewers – digital input
- Complaints scrutiny panel – reviews trends and complaints, plan for group to track improvements from complaint learning
- Tenant voice scrutiny panel and tenant awards ceremony in 2026
- Outreach via newsletters, rotating meeting venues, big summer event

Improvements at tenants' request: benches, beds and shrub planting



Service and performance information

- Information is provided digitally
- Tenant newsletter online – some copies provided to sheltered schemes
- Required information is provided on housing pages of website
- SHINES – Your Housing Newsletter – published quarterly online, with links to key webpages
- Performance information is in the annual report – online
- Staff reported initiatives to support people who cannot access information online including attempts to roll out free laptops – but continued challenges for those who lack digital skills
- Need to consider:
 - How can you meet the needs of tenants who are not confident with digital tech, or who have additional needs?
 - Can you share performance information more often so tenants can see improvements?

Complaints

- The policy
 - Housing complaints policy includes an informal stage – local resolution This needs to be amended – HOS does not allow for a Stage 0 complaint
 - WCC website – page for the Council complaints policy needs to signpost people to Housing Complaints
 - Unreasonably persistent complaints policy in place
- The service
 - Significant number of HOS findings in recent years
 - Recent complaints showed good responses – careful investigations and clear letters
 - Complaints action tracker introduced to ensure promises made are actioned
 - Consider how you can do more to genuinely learn from individual complaints and complaint patterns. How can you demonstrate that this learning has been used to improve services?

Priorities

- Tenant data – create a plan for data collection and use:
 - With timescales and arrangements for monitoring data collection targets
 - Ensure data cleansing included, and data update checks by call handlers
 - Staff training in effective use of data is crucial – consider where this role sits
- Consider how you hear the voices of different groups including rural tenants
- Work with tenants to review service standards across all service areas (2019 standards on website)
- Develop stronger process for/evidence of learning from complaints – both individual cases and themes – in real time
- Review website - check everything is up to date

Neighbourhood and Community Standard

The headlines – neighbourhood and community

- TP10 communal areas clean/maintained well:
 - increased satisfaction from 61% in 2024/25 to 71% in 2025/26
 - The most significant change in TSM results
 - Important to continue to deliver good services here (and to be able to evidence this)
- More evidence of working with partner agencies to deliver wellbeing in communities would be valuable
- DAHA report provides excellent evidence on domestic abuse services
- ASB services are improving, but more to do on identifying what is ASB, and ensuring you can evidence outcomes
- Overall, WCC may be able to demonstrate compliance (C2) with this standard, subject to improving reporting and monitoring of ASB, and collating evidence of wider partnership working

Safety of shared spaces

- No arrangements in place for shared approach to areas with tenants of multiple landlords
- Scheduled inspections in place – using Housemark photobook – but lack of sufficiently clear policy on items-on-landings
- Scheduled estate walkabouts reported – *consider how you can involve tenants and residents here?*
- Consider how you can evidence impact on customers
 - Involve tenants in agreeing clear service standards
 - Reports of walkabouts with photos
 - Review of complaints about shared spaces over last year – what were the issues, what did you learn, are you prepared for seasonal challenges?

Site visits: communal areas mostly well-maintained





Local cooperation to promote wellbeing (economic, environmental and social)

- **Party in the park – summer event for tenants**
- **Community hubs and pop-up hubs in response to local issues**
- **Digital drop-ins** – run by community team – to help people access services online. Offered free laptops, but found the biggest issue is skills
- **Funding to CAB** – who provide support to tenants we refer to them, and also offer drop-ins at various events
- **Economic development service** offers access to employment through local employment skills plans (for new developments), and jobs fairs with employers
- **Local foodbanks and pantries** support our communities – some run from Council community centres
- **LegacyPlus** – project for 12-25-year-olds at risk (of homelessness/causing ASB/asylum seekers) – mentoring and support for tenancy-readiness via police and crime funding
- **Community action days** – supporting local clear-ups with skips
- **Public health campaign “Live longer better”** – including activity programmes in sheltered

ASB and hate crime

- Community safety partnership – WCC is a partner
- Draft community safety ASB policy shared – new housing ASB policy categorises ASB separate from neighbour nuisance to address over-reporting
- ASB reporting shows WCC ASB rate about twice the national average – reportedly due to inclusion of cases of neighbour nuisance
- Service review by Resolve recommended dedicated housing ASB resource – now in place. Other recommendations (eg, on RA) need embedding
- ‘ASB satisfaction’ is improving:
 - But this is across all cases recorded (as per previous definition)
 - Need to monitor ASB cases separately
- Service standards for ASB to be reviewed – clarify how quickly the Council responses/risk assesses/visits
- Piloting new ASB triage tool and undertaking “feeling of safety” surveys in communities /at pop-up events
- Low awareness of hate crime – consider work with tenants and residents to understand local impact/ work with partners to promote safe, confidential reporting as well as more community tolerance (of particular groups)

Domestic abuse

- DAHA gold accreditation achieved after significant amount of work by officers
- Accreditation report is really good evidence – shows that WCC has adopted comprehensive standards, clear procedures and trained staff
- 20 DA advocates trained and in place across Council services
- All staff receive some DA training as part of safeguarding training
- DA policy for tenants and residents reviewed by readers panel and a local lived experience group (Trinity Service)
- Referrals to local perpetrator service – Hampton Trust
- Systems flags applied for DA survivors
- Officer leading on DA also leads on other areas including Housing First and ASB – ensure WCC continues to have enough capacity for DA support
- In workshop, staff shared the impact of the work including a case of a tenant at risk identified by a contractor who stayed until she was safe

Priorities

- Collate clearer evidence of partnership work to support tenants
- Develop case studies to show social/economic/environmental impact
- Involve tenants and residents in monitoring their local area/reporting issues :
 - Estate walkabouts /local area surveys/feedback
 - Block or neighbourhood/area champions who have access to report issues
- ASB – focus on effective triage and separation of data for monitoring service
- Promote safe reporting of hate crime
- Ensure continued training and support for staff in relation to DA work

Tenancy Standard

The headlines – tenancy

- Key policies in place
- Review of Hampshire Home Choice underway needs to inform future policy on best use of stock
- Good range of support services available to tenants with additional needs
- Reporting on tenancy outcomes not seen – numbers of evictions, mutual exchanges, demotions, etc
- Consider how you can evidence effective support provided to maintain tenancies
- Overall, WCC may be able to satisfy the Regulator of compliance with this standard (C2) – subject to providing clear evidence of outcomes in tenancy services (and reviewing/updating tenancies if required)

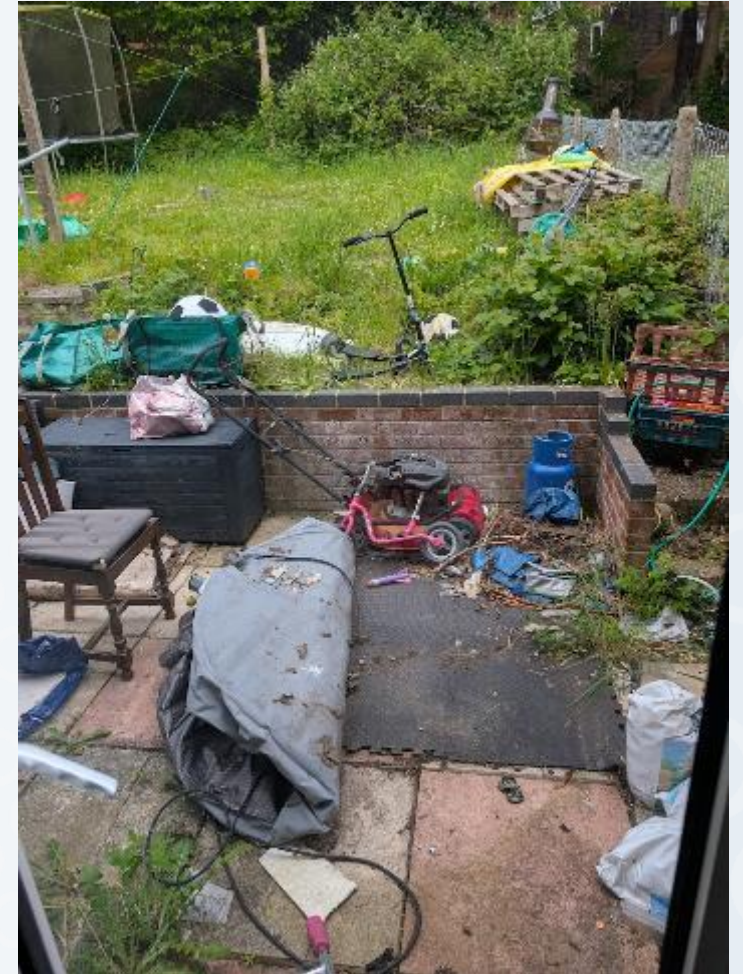
Allocations and lettings

- Hampshire Home Choice – CBL in place, now under review – to consider improving customer journey, reducing priority of non-bidding applicants
- Flexible approach to local connection across neighbouring areas, and acceptance of people in private renting looking to move
- Significant refusals of offers at present – especially of two-bed flats (people want to wait for houses) – this may be addressed by revisions to the allocation scheme
- Lettings process is mostly online, unless tenants are already known to have additional needs, but sign-ups will be done on site in future
- Are opportunities to identify tenants at risk missed at lettings stage?
 - Tenants coming from TA go through a tenancy ready programme and an automatic referral to tenancy sustainment once rehoused
 - Sheltered tenants are signed up by a housing officer and supported from the viewing to the start of the tenancy, with a new tenant visit after five days and a follow up after a month (with drop-in surgeries available every week)

Lettable standard



Challenges



Tenancy sustainment and evictions

- Good offer on tenancy sustainment – in-house tenancy sustainment team provide support to tenants and residents (4 TSOs and 1 TSA))
- Service to new and existing tenants includes:
 - Help with benefit claims financial inclusion work; referrals for other support
 - Tenancy-ready programme for homeless in TA
 - Resettlement officer for refugees
 - Grants for people who need help setting up home
 - Early intervention on rents/debts
 - Support for hoarders including a “deep clean” option
 - “No eviction” policy – working to keep people in their homes even with debts (option to write off after long period or for specific reasons, eg, DA)
 - **682 residents supported in 2024-25 (includes 45 private sector)**
 - **Report for 2025/26 is a priority for evidence**

Tenure, mutual exchange and right-sizing

- Tenancy strategy/policy – use of introductory and secure tenancies only
- Tenancy agreement document not supplied – not reviewed by HQN – consider whether an update is needed
- Mutual exchange is offered and promoted in tenant publications
- No proactive rightsizing schemes in place – but housing assistants have been “tasked with” looking at rightsizing through mutual exchange
- Housing improvement workshop with tenants on downsizing identified fears and worries – WCC now working on a new recharge policy to support people who have been in a home a long time to move

Tenancy fraud

- Established approach to identifying tenancy fraud – regular work on this, reported to Cabinet member
- 36 RTBs declined ahead of discount change (Sept 2024) – saved £3.3m in discounts
- Since August 2025 – five properties recovered and four more awaiting interview under caution
- Ensure new staff/staff who have changed roles are trained to help them understand and identify fraud

Priorities

- Allocations policy review
- Consider when tenancy agreements should be reviewed
- Consider one clear (quarterly) report to senior officers/members on Tenancy Standard – to support your evidence (and help identify future risks) – this could include:
 - New tenancies let/tenancies converted to secure
 - Tenancies ended in first year/later – by transfer/eviction/abandonment
 - Households supported to maintain tenancy
 - Mutual exchanges completed
 - Tenancy review visits completed against targets

Overall conclusions

Conclusions

- WCC is demonstrating progress against the consumer standards – culture change, systems implementation, policy work and performance management
- A clearer action plan is needed in order to be confident of achieving a compliant grade – but this is achievable. We recommend that it includes:
 - Description of evidence required to demonstrate compliance
 - Identification of actions to achieve compliance and lead officers
 - Dates for staged completions
 - Clarity on priorities and timelines
- Programme management needs to be more robust to ensure all staff are clear on expectations – and know who is monitoring progress and how
- Staff are keen to support improvement but struggling with rate of change

Staff focus group

- Strong staff participation
- Lots of positive comments about working for WCC/supportive approach and particular mention of SHINES
- Concerns raised about:
 - Restructures and frequent changes
 - IT systems – need training, need time to learn new systems, and want to be able to raise specific issues (to avoid people using system badly, eg, notes in wrong part of Orchard)
 - Lack of training and skills for current roles – want clearer guidance on expectations. Would like more support in identifying where they can get training and skills advice from, how they can develop in their roles
- Culture – reports of people not taking ownership of cases
- Induction reported to be poor
- Access to key policies and procedures is difficult – they are all over the place and people can't find them

Priority actions

- Focus on data: review the quality and completeness of data for stock/ homes and for tenants/residents too. A clear plan to fill data gaps is needed; RSH wants to see you using tenant data to drive services
- Review improvement plan:
 - Ensure clear actions, with deadlines are included, tracked and chased
 - Increase accountability/visibility of key areas you are focusing on – build a clearer focus of improving services and listening to customers
 - Fill gaps identified from our review
- Keep your evidence library up to date with regular reviews including:
 - Updated policies and procedures
 - Tenant newsletters
 - Evidence of community activity



**Thank you for listening
Questions?**

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CAB3558(H)
CABINET COMMITTEE: HOUSING

REPORT TITLE: TENANCY STRATEGY AND TENANCY MANAGEMENT STRATEGY

6 JULY 2026

REPORT OF CABINET MEMBER: Cllr Mark Reach, Good Homes For All

Contact Officer: Laura Doyle, Email ldoyle@winchester.gov.uk

WARD(S): ALL

PURPOSE

This report supports the Council's objective of good homes for all.

The purpose of this report is to seek approval of Winchester City Council's revised Tenancy Strategy 2026–2031 and the new Housing Services Tenancy Management Strategy 2026–2029.

The Tenancy Strategy fulfils the council's statutory duty under Section 150 of the Localism Act 2011 to publish a tenancy strategy setting out the matters to which Registered Providers operating within the district should have regard when formulating tenancy policies. The strategy establishes the council's expectations regarding the types of tenancies that should be granted, the circumstances in which different tenancy types should be used, the length of fixed-term tenancies and the circumstances in which tenancies may be renewed or ended.

The revised strategy provides a clear framework to support the effective use of social housing across Winchester, whilst promoting tenancy stability, preventing homelessness, supporting sustainable communities and ensuring housing stock is managed in a way that responds to local housing need. It reflects significant changes in the housing, legislative and regulatory environment since the council's original Tenancy Strategy was adopted in 2012, including increasing affordability pressures, growing housing demand, rising homelessness pressures and increasing complexity of tenant support needs.

The strategy has been developed in alignment with the Social Housing (Regulation) Act 2023, the Regulator of Social Housing Consumer Standards 2024, the Council Plan 2025–2030, the Housing Strategy 2023–2028 and the Preventing Homelessness and Rough Sleeping Strategy 2025–2030. It moves beyond a narrow focus on tenancy types and introduces a broader strategic approach centred on

tenancy sustainment, homelessness prevention, early intervention, resident wellbeing, partnership working and the effective use of social housing stock.

The report also presents the new Housing Services Tenancy Management Strategy 2026–2029. This strategy sets out how Winchester City Council, as a landlord, will support tenants to live well in their homes and communities. It explains what tenants can expect from the council as their landlord, how tenancy services will be delivered and how the council will work in partnership with residents to provide services that are fair, consistent, transparent and focused on sustaining successful tenancies.

The Tenancy Management Strategy forms a key part of the council's responsibilities as a social landlord. It supports compliance with the Localism Act 2011, the Social Housing (Regulation) Act 2023 and the Regulator of Social Housing Consumer Standards 2024. The strategy has been developed alongside tenants, ensuring it reflects resident priorities including security, clarity, responsiveness, accountability and trust.

RECOMMENDATIONS:

That Cabinet Committee: Housing:

1. Approve the Tenancy Strategy 2026–2031 attached at Appendix 1.
2. Approve the Housing Services Tenancy Management Strategy 2026–2029 attached at Appendix 3.
3. Delegate authority to the Corporate Head of Housing, in consultation with the Cabinet Member for Good Homes for All, to make any minor amendments, typographical corrections, formatting changes, legislative updates or other non-material changes required prior to publication and implementation of the Tenancy Strategy 2026–2031 and the Housing Services Tenancy Management Strategy 2026–2029.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Greener Faster

1.2 The Tenancy Strategy and Tenancy Management Strategy support the corporate objective of greener faster through maximising use of existing housing stock and supporting sustainable communities whilst ensuring home are let effectively and efficiently.

1.3 Thriving Places

1.4 In consideration of this corporate objective, the two strategies enable the building of stable, balanced and cohesive communities whilst ensuring affordable housing meets local needs and that there is appropriate support to vulnerable households to enable tenancy sustainment.

1.5 Healthy Communities

1.6 The revised overarching Tenancy Strategy and the new Tenancy Management Strategy enable healthy communities through the provision of affordable, safe, secure, suitable housing for vulnerable tenants and those with health needs located in strong and connected communities which promote safe neighbourhoods and positive living environments.

1.7 Good Homes for All

1.8 The importance of good homes for all is evident within both strategies by enabling access to homes matched to housing needs which enable tenants to access and sustain tenancies in affordable, suitable, safe and secure accommodation.

1.9 Efficient and Effective

1.10 The two Tenancy Strategies support the efficient and effective corporate objective by ensuring resources are used wisely, decisions are transparent and timely, and housing is allocated and managed in a way that maximises outcomes while minimising waste and cost

1.11 Listening and Learning

1.12 Overall, the Tenancy Strategies support the corporate objective of listening and learning through embedding consultation and evidence in policy development, creating structured opportunities for tenant feedback (reviews, appeals, engagement), enabling transparency and communication in decision-making through adopting a person-centred approach which reflects and responds to individuals needs whilst using data, monitoring and partnership working to drive continuous improvement.

2 FINANCIAL IMPLICATIONS

2.1 There are no significant additional financial implications arising directly from the adoption of the Tenancy Strategy 2026–2031 or the Housing Services Tenancy Management Strategy 2026–2029.

2.2 The revised Tenancy Strategy updates the council's existing strategic framework for tenancy management across the district, whilst the Housing Services Tenancy Management Strategy formalises existing operational practice and service standards within the Landlord Service.

- 2.3 Delivery of both strategies will be undertaken through existing Housing Revenue Account (HRA) budgets and approved staffing resources. Any future service improvements, policy changes or initiatives arising from the implementation of either strategy that require additional funding will be subject to separate approval through the council's established governance and budget-setting processes.
- 2.4 Effective tenancy management and tenancy sustainment contribute to the efficient use of housing resources by reducing tenancy failure, preventing homelessness, minimising void loss and supporting the effective use of social housing stock.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Tenancy Strategy fulfils the council's statutory duty under Section 150 of the Localism Act 2011 to publish a tenancy strategy setting out the matters to which Registered Providers operating within the district should have regard when formulating tenancy policies.
- 3.2 Both strategies have been developed having regard to relevant housing legislation and regulatory requirements, including the Localism Act 2011, Housing Act 1996, Homelessness Reduction Act 2017, Domestic Abuse Act 2021, Social Housing (Regulation) Act 2023 and the Regulator of Social Housing Consumer Standards 2024.
- 3.3 The strategies support the council in demonstrating compliance with its statutory and regulatory obligations as a local housing authority and registered provider of social housing.
- 3.4 There are no procurement implications arising directly from the adoption of either strategy.

4 WORKFORCE IMPLICATIONS

- 4.1 Implementation of the strategies will be delivered through existing Housing Service and Landlord Service resources.
- 4.2 The strategies provide a clear framework for tenancy management, tenancy sustainment and resident support, supporting consistent decision-making, service delivery and staff accountability across housing services.
- 4.3 Any workforce training or development requirements arising from implementation will be managed through existing service training programmes and workforce development arrangements.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The strategies support the effective management and utilisation of the council's housing stock by promoting tenancy sustainment, reducing tenancy failure, supporting housing mobility and ensuring that social housing is used effectively to meet local housing need.
- 5.2 The strategies contribute to the council's wider asset management objectives by supporting the long-term occupation of suitable homes, reducing avoidable tenancy turnover and helping to maximise the social value derived from housing assets.

6 CONSULTATION AND COMMUNICATION

- 6.1 The council has undertaken consultation and engagement activities to inform the development of the revised Tenancy Strategy and the Housing Services Tenancy Management Strategy.
- 6.2 Both strategies have been informed by consultation with residents, Registered Providers, support organisations and partner agencies. Consultation findings highlighted the importance of affordability, tenancy sustainment, mental health support, anti-social behaviour management, effective communication, early intervention and stronger partnership working. These themes have directly informed the final strategies.
- 6.3 The consultation process included residents, tenant representatives, Registered Providers operating within the district, support organisations and local authority partners.
- 6.4 Resident consultation identified a number of recurring themes relating to affordability pressures, cost of living challenges, anti-social behaviour, communication, mental health, tenancy sustainment, housing mobility and access to support services. Residents consistently highlighted the importance of early intervention, clear communication and responsive housing services.
- 6.5 Consultation with Registered Providers and support organisations reinforced these findings and identified additional strategic themes including increasing tenant vulnerability, affordability pressures, housing supply constraints, partnership working, independent mediation services, homelessness prevention and the importance of proactive tenancy sustainment approaches.
- 6.6 Organisations highlighted the growing complexity of tenant support needs and the increasing importance of coordinated multi-agency working.
- 6.7 Feedback received during consultation has directly informed the final strategy, including strengthening commitments relating to affordability, financial inclusion, tenancy sustainment, early intervention, mental health support, partnership working, housing mobility, safeguarding and neighbourhood management.
- 6.8 The Housing Services Tenancy Management Strategy was developed through the Housing Policy, Procedure and Guidance Framework and included co-production activity with tenant representatives, staff consultation and resident scrutiny.
- 6.9 This approach ensured the strategy reflects resident priorities and lived experience whilst supporting compliance with the Regulator of Social Housing Consumer Standards. Consultation findings demonstrated broad support for the strategic direction of both strategies and provided valuable evidence informing their final development.
- 6.10 Resident consultation feedback: See Appendix 5 & Appendix 7
- 6.11 Registered Provider feedback: See appendix 6
- 6.12 As a result of the feedback, we made changes to the strategy, and these are summarised in the appendix Supporting Information.
- 6.13 In consideration of the new Landlord Service Tenancy Management Strategy consultation with both colleagues and customers has happened within the Policy Procedure and Guidance lifecycle framework, starting with a co-production workshop with tenant representatives to define the purpose of the strategy, tenant experience, expectations and

core principles The document then received full scrutiny from tenants and staff to ensure robust and transparent policy adoption.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 The two tenancy strategies embed environmental considerations through efficient resource use, reduced waste, and sustainable community planning, key principles underpinning environmentally responsible housing management.

8 PUBLIC SECTOR EQUALITY DUTY

8.1 Equality Impact Assessments have been completed for both the Tenancy Strategy 2026–2031 and the Housing Services Tenancy Management Strategy 2026–2029.

8.2 The assessments considered the potential impacts of the strategies on residents with protected characteristics and other vulnerable groups.

8.3 The assessments identified several areas requiring particular consideration, including digital exclusion, language barriers, accessibility of services, affordability pressures, mental health needs, domestic abuse, safeguarding concerns and the increasing complexity of tenant support needs.

8.4 The EqIA findings informed the development of both strategies and strengthened commitments relating to accessible communication, reasonable adjustments, early intervention, safeguarding, tenancy sustainment and person-centred service delivery.

8.5 The strategies promote equality of opportunity by supporting fair and transparent decision-making, improving access to support services, strengthening partnership working and ensuring that tenancy management approaches take account of individual circumstances and vulnerabilities.

8.6 The EqIA concluded that the strategies are expected to have an overall positive impact by improving accessibility, inclusion, tenancy stability and housing outcomes for residents.

8.7 The Equality Impact Assessment for Tenancy Strategy is Appendix 2

8.8 The Equality Impact Assessment for Tenancy Management Strategy is Appendix 4

9 DATA PROTECTION IMPACT ASSESSMENT

None

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	There are limited direct financial risks associated with the adoption of the Tenancy Strategy 2026–2031 and Housing Services Tenancy Management Strategy 2026–2029. Delivery of the strategies will be undertaken through existing Housing Revenue Account (HRA) budgets and approved staffing resources.	Effective tenancy management and tenancy sustainment can reduce tenancy failure, minimise void loss, prevent homelessness and support the efficient use of housing resources.

Regulatory Compliance and Challenge	Failure to maintain an up-to-date strategic framework could increase the risk of regulatory challenge from the Regulator of Social Housing (RSH) and findings from the Housing Ombudsman Service. The revised strategies have been developed in line with current legislation, Consumer Standards and sector best practice.	The strategies support the council's ongoing landlord service improvement programme and provide evidence of compliance with regulatory expectations ahead of future RSH inspection activity.
Service Improvement and Innovation	There is a risk that opportunities to improve tenancy services, customer experience and operational efficiency may not be fully realised. Investment in housing management systems, digital solutions and service redesign supports continuous improvement and improved performance monitoring.	Enhanced use of housing management data, digital systems and performance information will support more proactive tenancy management and improved customer outcomes.
Reputational Risk	Failure to demonstrate improvement following the council's self-referral to the Regulator of Social Housing could impact stakeholder confidence and the council's reputation as a landlord. The strategies form part of a wider programme of service improvement and governance oversight.	Adoption of the strategies demonstrates a commitment to transparency, accountability and continuous improvement, supporting the council's ambition to achieve the highest possible regulatory grading.
Achievement of Strategic Outcomes	Without clear strategic frameworks, there is a risk of inconsistent service delivery and reduced effectiveness in supporting tenancy sustainment, homelessness prevention and resident wellbeing. The strategies provide a clear direction for tenancy management across the district and within the Landlord Service.	The strategies support stronger tenancy sustainment outcomes, improved resident experiences and more effective use of social housing stock.
Property and Asset Management	Poor tenancy sustainment can result in increased tenancy turnover, void costs and reduced effectiveness in the management of housing assets. The strategies promote stable tenancies, effective housing management and early intervention approaches.	Improved tenancy sustainment contributes to the long-term management of housing assets and supports the effective use of social housing to meet local housing need.
Resident Engagement and Community Confidence	Failure to effectively engage residents could reduce trust and confidence in housing services. The strategies have been informed by consultation with residents and align with the Tenant Partnership and Influence Plan 2025–2030.	Stronger resident engagement supports service improvement, increased tenant satisfaction and compliance with the Transparency, Influence and Accountability Standard.
Timescales and Regulatory Readiness	The timing of future RSH inspection activity remains unknown. Ongoing service improvement activity, governance oversight and independent assurance	The strategies contribute to the council's regulatory readiness and provide a clear framework for

	work, including mock inspection activity, support organisational preparedness.	demonstrating compliance during future inspection activity.
Capacity and Resources	Delivery of the strategies relies upon continued commitment of existing staff resources and management oversight. Service responsibilities have been aligned through the Landlord Service structure and governance arrangements.	Clear strategic direction supports consistent decision-making, staff accountability and more effective deployment of resources.
Local Government Reorganisation (LGR)	Future Local Government Reorganisation may require strategic alignment across the proposed Mid-Hampshire authority area. The strategies will be kept under review to ensure continued relevance and alignment with future organisational arrangements.	The strategies provide a strong foundation for future harmonisation of tenancy approaches across the emerging Mid-Hampshire authority.
Other Risks	No additional significant risks have been identified at this stage.	Ongoing monitoring, performance reporting and periodic review of the strategies will ensure emerging risks are identified and managed appropriately.

11 SUPPORTING INFORMATION:

- 11.1 The Localism Act 2011 requires local housing authorities to publish a Tenancy Strategy setting out the matters to which Registered Providers should have regard when formulating tenancy policies. Winchester City Council adopted its original Tenancy Strategy in 2012. Since then, the legislative, regulatory and housing landscape has changed significantly.
- 11.2 Housing affordability pressures have continued to increase across Winchester, with demand for affordable housing substantially exceeding available supply. The Hampshire Home Choice register currently contains approximately 1,698 households seeking affordable housing within Winchester, demonstrating continuing demand for social housing. The council has also experienced increasing homelessness pressures, greater complexity of support needs and growing demand for tenancy sustainment interventions.
- 11.3 Since publication of the original strategy, the Social Housing (Regulation) Act 2023 has introduced a strengthened consumer regulation regime. The Regulator of Social Housing now places greater emphasis on tenancy services, neighbourhood management, accountability, tenant engagement and service outcomes through the Consumer Standards introduced in April 2024. The revised strategy has therefore been developed to align with these regulatory expectations.
- 11.4 The revised Tenancy Strategy moves beyond a narrow focus on tenancy types and establishes a broader framework focused on tenancy sustainment, homelessness prevention, resident wellbeing, vulnerability, partnership working and the effective use of social housing stock. The strategy reflects modern housing challenges and supports the council's wider housing and homelessness priorities.
- 11.5 Consultation findings consistently highlighted affordability pressures, tenancy sustainment, mental health, anti-social behaviour, communication, housing mobility and support needs

as key issues affecting residents. Registered Providers and support organisations reinforced the need for earlier intervention, stronger partnership working, tenancy sustainment support, financial inclusion activity and coordinated support pathways. These findings have informed the final strategy and strengthened its focus on prevention and support.

- 11.6 The revised strategy introduces a stronger focus on homelessness prevention, tenancy sustainment, early intervention, support for vulnerable residents, affordability and financial inclusion, safeguarding, partnership working, housing mobility and the effective use of social housing stock. It also establishes clearer expectations regarding tenancy types, tenancy reviews and tenancy management approaches across the district.
- 11.7 The strategy acknowledges emerging national housing reforms, including proposals associated with the Renters' Rights legislation and wider housing reform programmes. The strategy will therefore remain subject to review throughout its lifespan to ensure continued compliance with legislation and alignment with Local Government Reorganisation arrangements.
- 11.8 The Housing Services Tenancy Management Strategy 2026–2029 is a new landlord strategy that sets out how Winchester City Council will manage tenancies, support residents and deliver tenancy services. The strategy establishes a clear framework for tenancy management, tenancy sustainment, resident support, safeguarding, anti-social behaviour management, resident engagement and service standards.
- 11.9 Both strategies support the council's wider landlord service improvement programme and contribute to compliance with the Regulator of Social Housing Consumer Standards. They provide greater clarity, transparency and accountability regarding tenancy services and support the council's ambition to achieve the highest possible regulatory grading through future inspection by the Regulator of Social Housing.
- 11.10 Approval of the revised Tenancy Strategy 2026–2031 and the Housing Services Tenancy Management Strategy 2026–2029 will provide a modern strategic framework for tenancy management across Winchester, supporting homelessness prevention, tenancy sustainment, resident wellbeing and regulatory compliance whilst ensuring social housing continues to be used effectively to meet local housing need.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The option of retaining the existing Tenancy Strategy and not adopting the revised Tenancy Strategy 2026–2031 and Housing Services Tenancy Management Strategy 2026–2029 was considered and rejected.
- 12.2 The existing Tenancy Strategy was adopted in 2012 and no longer fully reflects the current legislative, regulatory and operational environment. Significant changes have occurred since its adoption, including the introduction of the Social Housing (Regulation) Act 2023, the Regulator of Social Housing Consumer Standards 2024, increasing housing demand, affordability pressures and the growing complexity of tenant support needs.
- 12.3 Retaining the existing strategy would limit the council's ability to demonstrate alignment with current legislation, regulatory expectations and sector best practice. It would also reduce the effectiveness of the strategic framework supporting tenancy sustainment, homelessness prevention and the effective use of social housing stock across the district.
- 12.4 Not adopting the Housing Services Tenancy Management Strategy would leave the council without a clear strategic framework setting out how tenancy services will be delivered, how tenants will be supported to sustain their tenancies and how the council intends to meet the

expectations of the Consumer Standards in relation to tenancy management, neighbourhood management, resident engagement and service delivery.

- 12.5 Failure to adopt the revised strategies could increase the risk of inconsistent service delivery, reduce opportunities to strengthen tenancy sustainment and homelessness prevention activity and weaken the council's ability to demonstrate compliance with the Regulator of Social Housing's Consumer Standards.
- 12.6 The recommended option is therefore to approve both strategies, providing a modern, resident-focused and regulatory-compliant framework for tenancy management, tenancy sustainment and effective use of social housing across Winchester, whilst supporting the council's wider housing priorities and ongoing landlord service improvement programme.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

Presentation: Social Housing White paper- the Charter for Social Housing Residents Economy and Housing Policy Committee (formerly Business and Housing Policy Committee) 28th February 2023

Tenancy Strategy for Winchester District (CAB2424 (HSG)) Reported to 10th December 2012 Committee Meeting

Other Background Documents:-

None

APPENDICES:

Appendix	Title
Appendix 1	Tenancy Strategy 2026–2031
Appendix 2	Equality Impact Assessment (EqIA) – Tenancy Strategy 2026–2031
Appendix 3	Housing Services Tenancy Management Strategy 2026–2029
Appendix 4	Equality Impact Assessment (EqIA) – Housing Services Tenancy Management Strategy 2026–2029
Appendix 5	Housing Policy Co-Creation Group Session Summary – Tenancy Management Strategy
Appendix 6	Registered Providers and Support Organisations Consultation Analysis – Tenancy Strategy
Appendix 7	Tenancy Strategy Consultation Results and Narrative Report
Appendix 8	Tenancy Strategy – Policy on a Page – content only
Appendix 9	Housing Services Tenancy Management Strategy – Policy on a Page – content only



Winchester
City Council

Housing Services Tenancy Strategy 2026-2031

“A safe, secure and sustainable home provides the foundation for stability, wellbeing and opportunity.”
A Strategic Framework for Tenancy Management and Sustainment.

Executive Summary

This strategy sets out Winchester City Council’s strategic approach to tenancy management and tenancy sustainment across the district for the period 2026–2031. It establishes a modern and preventative framework for how social housing services should support residents, communities and wider housing priorities across Winchester.

The strategy has been developed in response to the significant changes that have taken place across the housing and regulatory landscape since the introduction of the **Localism Act 2011** and the council’s original Tenancy Strategy.

Over the past decade, housing pressures have continued to increase both nationally and locally. Winchester has experienced rising affordability challenges, increasing demand for affordable housing, growing homelessness pressures and increasing complexity in tenant support needs. Consultation feedback from residents, Registered Providers and support organisations also highlighted increasing concerns relating to affordability, tenancy sustainment, mental health, anti-social behaviour, housing mobility and the growing complexity of support needs across or within communities.

At the same time, the introduction of the **Social Housing (Regulation) Act 2023** and the **Regulator of Social Housing Consumer Standards 2024** has placed greater emphasis on transparency, accountability, tenant engagement, neighbourhood management and the overall quality of housing services. In response, this updated strategy moves beyond a narrow focus on tenancy types alone and instead adopts a broader, more preventative, partnership-led and tenant-centred approach to tenancy management and housing sustainment. The strategy places particular emphasis on:

- Supporting stable and sustainable tenancies
- Preventing homelessness and tenancy breakdown
- Early intervention and tailored support

- Fairness, transparency and tenant-centred services
- Supporting vulnerable residents and households
- Strong, safe and sustainable communities
- Effective partnership working and coordinated support pathways
- Making best use of available housing stock

The strategy also establishes clear strategic expectations for Registered Providers operating within Winchester and supports a coordinated approach to tenancy management, tenancy sustainment and homelessness prevention across the district.

The strategy recognises the increasing complexity of housing need across Winchester and the importance of coordinated partnership working, proactive support and sustainment-focused approaches in preventing homelessness and supporting long-term housing stability.

Introduction

The Localism Act 2011 introduced a requirement for all local housing authorities in England to prepare and publish a Tenancy Strategy.

This strategy establishes Winchester City Council's strategic expectations for the types of tenancies granted by the council and Registered Providers operating within the district, while supporting housing services that respond effectively to local need, tenancy sustainment and sustainable communities across Winchester.

The strategy reflects the council's wider vision that everyone should have access to a safe, secure and sustainable home. It has been developed in the context of increasing housing pressures, rising demand for affordable housing, growing complexity in support needs, changes in the regulatory landscape and the council's commitment to prevention, partnership working and tenant-centred service delivery.

Housing is about more than bricks and mortar. Stable housing can support health, wellbeing, independence, employment, education, resilience and community connection. This strategy therefore places strong emphasis on tenancy sustainment, early intervention, fairness, resident wellbeing and coordinated partnership working.

The strategy is intended to provide a high-level strategic framework for tenancy management across the district rather than prescribe detailed operational procedures, which remain the responsibility of individual housing providers and organisations.

The council expects tenancy services to be delivered fairly and consistently, with due regard to equality, diversity, inclusion and the differing needs of residents and communities across Winchester.

The strategy supports the council's Housing Strategy 2023–2028, Preventing Homelessness and Rough Sleeping Strategy 2025–2030, Hampshire Home Choice Allocations Framework and wider corporate priorities.

This strategy has been developed in alignment with relevant housing legislation, regulatory requirements and national guidance, including the:

- Localism Act 2011
- Housing Act 1996
- Homelessness Reduction Act 2017
- Crime and Disorder Act 1998
- Anti-social Behaviour, Crime and Policing Act 2014
- Domestic Abuse Act 2021
- Social Housing (Regulation) Act 2023
- Regulator of Social Housing Consumer Standards 2024

The strategy has also been informed through consultation and engagement with residents, Registered Providers, stakeholder organisations and council services across Winchester. Consultation findings consistently reinforced the importance of prevention, communication, tenancy sustainment, fairness, wellbeing and stronger partnership working in supporting positive housing outcomes across the district.

Legislative and Regulatory Context

The purpose of the strategy is to provide a strategic framework setting out the matters that The Council and Registered Providers operating within the district should consider when developing their own tenancy policies. Specifically, the Act requires local authorities to outline:

- The types of tenancies that should be granted
- The circumstances in which different tenancy types should be used
- The length of any fixed-term tenancies
- The circumstances in which a further tenancy should be granted at the end of a fixed term

Since the introduction of the original Tenancy Strategies, the legislative and regulatory landscape for social housing has evolved significantly. There is now a much greater emphasis on transparency, accountability and the overall experience of tenants within social housing.

The **Social Housing (Regulation) Act 2023** strengthened the powers of the Regulator of Social Housing and introduced a proactive consumer regulation regime, supported by the **Consumer Standards** that came into force in April 2024, highlighting 4 key standards:

- Safety and Quality Standard
- Transparency, Influence and Accountability Standard
- Neighbourhood and Community Standard
- Tenancy Standard

As a result, this strategy moves beyond a narrow focus on tenancy types alone and instead establishes a broader strategic framework for how social housing tenancies should support residents, communities and wider housing objectives across Winchester.

Relationship to Other Strategies and Policies

This Tenancy Strategy forms part of Winchester City Council's wider strategic housing framework and should be read alongside the following strategies, policies and plans:

- Preventing Homelessness and Rough Sleeping Strategy 2025–2030
- Housing Development Strategy 2025–2032
- Hampshire Home Choice Allocations Framework 2026
- Tenancy Management Strategy 2026–2029
- Anti-Social Behaviour Policy 2026–2029
- Domestic Abuse Framework
- Tenant Partnership and Influence Plan 2026–2029
- Safeguarding Policies
- Vulnerability Policy

- Temporary Accommodation Placement Policy 2026-2029

Together, these strategies and policies provide a coordinated and integrated framework for the delivery of housing services across Winchester. They support residents throughout their housing journey, from accessing affordable housing and sustaining successful tenancies, to preventing homelessness and achieving long-term housing stability.

This strategy has a particularly important relationship with the Preventing Homelessness and Rough Sleeping Strategy 2025–2030. Sustaining existing tenancies is one of the most effective ways of preventing homelessness, reducing housing insecurity and ensuring that homelessness is rare, brief and non-recurring. Through a focus on early intervention, tenancy sustainment, partnership working and tailored support, this strategy directly contributes to the council's homelessness prevention objectives.

Housing providers are encouraged to adopt preventative approaches that identify risks at the earliest opportunity, intervene proactively and work collaboratively with support agencies to prevent tenancy breakdown wherever possible. Where homelessness cannot be prevented, housing services should work alongside homelessness, health and support partners to ensure that residents have timely access to suitable accommodation and appropriate support. The strategy also supports the council's wider Housing Strategy and Housing Development Strategy by promoting the effective use of social housing, supporting housing mobility, encouraging sustainable communities and helping residents remain safely and successfully housed for as long as possible. By aligning these approaches, Winchester City Council aims to deliver housing services that are fair, transparent and tenant-centred, while supporting safe, stable and sustainable homes, preventing homelessness and enabling residents and communities to thrive.

Purpose of the Tenancy Strategy

This strategy sets out Winchester City Council's strategic approach to tenancy management across the district and establishes a shared framework for how social housing tenancies should support residents, communities and wider housing priorities.

The strategy aims to ensure that tenancy approaches across Winchester are consistent and tenant-centred and responsive to local need, while supporting strong communities and positive outcomes for residents. In particular, the strategy seeks to:

- Provide a clear strategic framework for tenancy types and tenancy management across the district
- Support the fair, effective and responsible use of social housing to meet housing need
- Promote tenancy sustainment and support the prevention of homelessness
- Encourage stable, safe and sustainable communities where residents can thrive
- Establish clear strategic expectations for Registered Providers operating within Winchester
- Support consistency, fairness and transparency in tenancy decision-making
- Strengthen partnership working across housing, homelessness and support services
- Ensure tenancy approaches remain aligned with current legislation, regulation and best practice

To achieve this, this strategy applies to:

- Winchester City Council housing services
- Registered Providers operating within the Winchester district
- Affordable housing delivered through nomination agreements

- Social housing allocated through Hampshire Home Choice

Registered Providers are expected to have due regard to this strategy when developing, reviewing or implementing their own tenancy policies and tenancy management approaches.

Housing services play a vital role in supporting wellbeing, independence and community resilience. This strategy therefore places equal emphasis on effective housing management, tenancy sustainment and supporting residents to remain safely and successfully within their homes wherever possible.

Understanding Winchester – Local Context

Winchester is a distinctive and diverse district, comprising a historic city, vibrant market towns and rural communities, each with its own identity, strengths and housing needs. It is a place where people want to live, work and build their future, supported by strong communities that contribute positively to wellbeing, opportunity and quality of life.

The council's vision is to make a real difference to the lives of residents, the strength of the local economy and the quality of the environment. Delivering safe, stable and sustainable homes plays a fundamental role in achieving this vision. Housing provides the foundation for health, wellbeing, independence, employment, education and community resilience, enabling residents and communities to thrive.

The **Council Plan 2025–2030** identifies the provision of Good Homes for All as one of the council's key priorities, recognising the importance of increasing affordable housing supply, preventing homelessness and ensuring residents have access to safe, secure and energy-efficient homes. The plan also highlights wider challenges including the high cost of buying and renting a home, the rising cost of living, inequalities affecting health and wellbeing, and the need to support thriving and sustainable communities across the district.

Despite its many strengths, Winchester continues to experience significant housing pressures. High property values, affordability challenges and increasing demand for affordable housing continue to place pressure on residents, communities and housing services. Consultation feedback from residents, Registered Providers and support organisations also identified growing concerns relating to affordability, tenancy sustainment, housing mobility, homelessness pressures and the increasing complexity of support needs across the district.

These challenges reinforce the importance of a tenancy strategy that not only addresses statutory tenancy requirements, but also supports homelessness prevention, tenancy sustainment, resident wellbeing and the creation of safe, strong and sustainable communities.

Housing Affordability and Housing Need

Housing affordability remains one of the most significant challenges facing Winchester. High house prices, increasing private sector rents and wider cost-of-living pressures continue to make it difficult for many households to access or sustain suitable housing. While Winchester remains an attractive place to live, work and raise a family, the cost of housing creates significant barriers for many residents and contributes to increasing demand for affordable housing and housing support services.

Access to affordable housing is further constrained by Hampshire Home Choice eligibility criteria, which generally require applicants to have a household income below £60,000 and savings below £16,000. However, many households continue to experience affordability challenges despite being in employment, reflecting the increasing gap between local incomes and housing costs across the district.

Consultation feedback from residents, Registered Providers and support organisations identified affordability pressures as one of the most significant factors affecting tenancy sustainment, financial wellbeing and housing stability. Rising household costs, increasing rents, service charges and wider economic

pressures are creating additional risks for residents and increasing demand for tenancy support, homelessness prevention services and financial inclusion interventions.

Housing Demand in Winchester

Demand for affordable housing in Winchester remains high and continues to exceed the supply of available homes.

As of 1 April 2026, there were 1,698 households registered for affordable housing in Winchester through Hampshire Home Choice, representing 17% of all applicants across the Hampshire Home Choice partnership area.

Measure	Winchester
Households on Housing Register	1,698
Share of Hampshire Home Choice Register	17%
Existing Transfer Applicants (across HHC)	1,993
Total Hampshire Home Choice Applicants	9,966

Source: Hampshire Home Choice Annual Report 2026

The level of demand demonstrates the continuing importance of affordable housing within Winchester and highlights the need to make effective use of available housing stock. It also reflects wider affordability pressures across the district and the increasing number of households unable to access suitable housing through the private market.

Profile of Housing Need

Demand is particularly concentrated amongst households requiring smaller homes.

Property Size Required	Percentage of Applicants
1 Bedroom	55%
2 Bedrooms	22%
3 Bedrooms	18%
4+ Bedrooms	5%

Source: Hampshire Home Choice Annual Report 2026

More than half of all applicants require one-bedroom accommodation. This demonstrates the significant demand for smaller homes across the housing system and reinforces the importance of housing mobility, downsizing opportunities and the effective management of under-occupied properties. The continued demand for both smaller accommodation and larger family homes highlight the need for housing providers to support residents whose housing needs change over time.

The data also shows increasing pressure on housing mobility. Across Hampshire Home Choice, 20% of applicants are existing social housing tenants seeking alternative accommodation because their current home no longer meets their needs.

Supply and Lettings

During 2025–2026, a total of 740 affordable housing lettings were completed within Winchester through Hampshire Home Choice. This represented almost one-third of all lettings completed across the Hampshire Home Choice partnership area.

Winchester Lettings 2025–2026

Measure	Number
Affordable Housing Lettings	740
Share of Partnership Lettings	32%

Measure	Number
Refused Offers	172
Refusal Rate	19%

Source: Hampshire Home Choice Annual Report 2026.

Although a significant number of lettings were completed during the year, demand continues to outstrip supply across many property types. This contributes to longer waiting times for applicants and reinforces the need to support tenancy sustainment, reduce tenancy failure and make best use of existing affordable housing stock.

Waiting Times

Waiting time data provides further evidence of the continuing imbalance between supply and demand within the Winchester housing market.

Average Waiting Times in Winchester

Property Type	Band 2	Band 3
1 Bedroom	1 year 4 months	3 years 3 months
2 Bedroom Flat	1 year	1 year 5 months
2 Bedroom House	11 months	2 years
3 Bedroom House	1 year 2 months	1 year 8 months
4+ Bedroom Home	1 year 6 months	3 years 2 months
5+ Housing	10 months	2 years 4 months

Source: Hampshire Home Choice Annual Report 2026.

The waiting time data highlights sustained demand across all property types and demonstrates that affordable housing remains a scarce and valuable resource. Longer waiting times for one-bedroom and larger family accommodation illustrate the particular pressures affecting these parts of the housing market.

Implications for Tenancy Management

The housing pressures affecting Winchester extend beyond access to housing alone. Affordability challenges, changing household circumstances, increasing support needs and wider economic pressures can all affect a resident's ability to sustain a tenancy successfully.

These pressures are likely to continue throughout the lifetime of this strategy. Housing providers must therefore remain focused on tenancy sustainment, homelessness prevention, early intervention and effective use of housing stock. Supporting residents to maintain successful tenancies not only benefits individual households but also helps ensure that affordable housing remains available to meet the needs of current and future residents across Winchester.

Supporting Sustainable Rural Communities

Winchester is a diverse district that includes a significant number of rural settlements, villages and market towns. The council recognises that rural communities face distinct housing challenges, including limited affordable housing supply, higher housing costs, lower property turnover and fewer alternative housing options than are often available within larger urban areas.

Affordable housing plays an important role in maintaining the long-term sustainability of rural communities by enabling local people to remain within their communities, supporting local services and helping maintain balanced and resilient populations.

The council recognises the importance of supporting tenancy sustainment within rural communities and ensuring that affordable housing provided through rural exception sites, community-led housing schemes and local connection arrangements continues to meet local housing needs.

Housing providers should:

- Support sustainable tenancies within rural communities
- Recognise the limited housing alternatives available within many rural settlements
- Consider the importance of local connection arrangements where applicable
- Support community cohesion and long-term village sustainability
- Promote tenancy sustainment approaches that help residents remain connected to their local communities
- Work collaboratively with local partners to support resilient and sustainable rural communities

Wider Pressures Facing Residents and Housing Services

The council's **Preventing Homelessness and Rough Sleeping Strategy** highlights the increasing pressures facing residents and communities across Winchester.

Housing need across Winchester is becoming increasingly complex. Rising housing costs, affordability pressures and wider cost-of-living challenges are affecting more households across the district, alongside growing demand for homelessness prevention services, tenancy support and temporary accommodation. There are increasing pressures relating to temporary accommodation demand, complex support needs and repeat homelessness presentations across the district.

At the same time, many residents are experiencing increasingly complex challenges linked to mental health, wellbeing, domestic abuse, safeguarding concerns, financial hardship and long-term support needs. Demand for supported, accessible and adapted housing also continues to grow, particularly for older residents and households requiring ongoing support.

The council is also seeing continued pressures relating to rough sleeping, repeat homelessness and tenancy sustainment, alongside the changing housing needs of an ageing population. These issues can affect people in different ways and may have significant impacts on individuals, families, neighbourhoods and wider community wellbeing.

Consultation feedback from residents, Registered Providers and support organisations reinforced the importance of earlier intervention, stronger partnership working and more coordinated support pathways in helping residents sustain tenancies and avoid crisis situations wherever possible. Providers also highlighted the increasing operational challenges associated with affordability pressures, vulnerability, anti-social behaviour, mental health needs and housing instability across the district.

These challenges reinforce the importance of housing services that are proactive, preventative and person-centred. They highlight the need for strong partnership working, earlier intervention, coordinated support and flexible service delivery to help residents sustain their tenancies and prevent issues from escalating into crisis wherever possible.

This strategy recognises that housing services must continue to adapt and evolve to meet changing needs, while remaining focused on fairness, stability, wellbeing and supporting safe, strong and sustainable communities across Winchester.

Strategic Tenancy Framework

The council's tenancy framework is designed to respond to the changing housing needs, housing pressures and support challenges affecting residents and communities across Winchester, while remaining rooted in the principles of stability, fairness, prevention, partnership working and community wellbeing.

With almost 10,000 households currently registered on Hampshire Home Choice, rising demand for affordable housing, increasing pressures on homelessness services and growing levels of housing need and vulnerability, social housing remains one of the district's most valuable and limited resources.

Consultation feedback from residents, Registered Providers and support organisations also highlighted increasing pressures relating to affordability, mental health, tenancy sustainment, anti-social behaviour, housing mobility and the growing complexity of support needs across communities. This strategy therefore adopts a balanced, preventative and forward-looking approach to tenancy management, one that supports long-term housing stability wherever appropriate, while also ensuring social housing continues to meet changing local need effectively, fairly and sustainably. Successful tenancies are not achieved solely through tenancy enforcement or tenancy conditions, but through early intervention, clear communication, coordinated support, fair decision-making and strong partnership working. The framework therefore places equal emphasis on tenancy sustainment, homelessness prevention, resident wellbeing and effective housing management. The council’s tenancy framework aims to:

Strategic Outcome	Approach
Stable Tenancies	Supporting residents to establish and sustain successful tenancies wherever possible
Sustainable Communities	Supporting safe, balanced, inclusive and well-managed neighbourhoods
Support for Vulnerable Residents	Responding proactively to vulnerability, wellbeing and changing support needs
Effective Housing Management	Making best and most responsible use of available housing stock
Partnership Working	Working collaboratively across services, organisations and support pathways
Homelessness Prevention	Early identification of tenancy risk, targeted interventions and coordinated support to prevent homelessness and repeat homelessness

This approach reflects the council’s wider commitment to prevention, early intervention and tenant-centred service delivery. It recognises that successful tenancies are built through support, communication, trust, partnership working and responsive housing services that adapt to changing resident needs over time.

The council expects tenancy decisions to be fair, transparent, proportionate and clearly communicated, with individual circumstances, wellbeing, affordability pressures and support needs carefully considered as part of decision-making. Wherever possible, the focus should remain on tenancy sustainment, prevention and supporting positive long-term outcomes for residents and communities.

Tenancy Types Across Winchester

Different tenancy types may be appropriate in different circumstances depending on housing need, household circumstances, vulnerability, support needs and the purpose of the accommodation.

The council’s approach to tenancy types is guided by the principles set out within this strategy. With increasing demand for affordable housing, growing homelessness pressures, affordability challenges and changing support needs across communities, tenancy arrangements must provide both security for residents and flexibility to respond to local housing need appropriately and fairly.

Secure housing plays a vital role in supporting residents, families and sustainable communities. Stable housing can support wellbeing, independence, employment, education, health outcomes and community resilience, while reducing the risk of repeat homelessness and housing instability.

At the same time, social housing remains a limited resource, with significant demand for smaller homes, larger family accommodation, accessible housing and transfer opportunities across the district. Housing providers should therefore balance tenancy stability with the effective and responsible use of social housing stock.

The council expects tenancy types and tenancy management approaches to be clearly explained to tenants and delivered in a way that is fair, transparent, supportive and responsive to individual circumstances.

Introductory Tenancies

Winchester City Council will normally grant introductory tenancies to new tenants for an initial 12-month period.

The introductory tenancy period provides an opportunity to establish a positive and sustainable tenancy from the outset, while ensuring tenants receive the information, guidance and support needed to settle successfully into their home and community.

Early intervention, clear communication and positive tenancy support are important in helping prevent future tenancy breakdown and supporting long-term housing outcomes. Structured tenancy support and review arrangements during the first year should help identify any concerns, vulnerability or support needs early and provide support wherever possible before issues escalate.

Following a successful introductory tenancy period, tenants will normally progress to a secure tenancy.

Secure Tenancies

The council supports the continued use of secure tenancies as the principal tenancy type for general needs council housing.

Secure tenancies provide long-term housing security, helping residents establish roots within their communities, maintain successful housing outcomes and contribute positively to neighbourhood stability and community resilience.

Secure tenancies will normally be granted where:

- An introductory tenancy has been successfully completed
- Existing secure tenants transfer to another property
- Tenants transfer from another Registered Provider with protected tenancy rights
- Lifetime tenancy protections apply under legislation

The important role secure housing plays in supporting sustainable communities, reducing repeat homelessness and preventing unnecessary housing insecurity.

Assured Tenancies

Registered Providers operating within Winchester may grant assured or fixed-term assured tenancies in accordance with their own tenancy policies and governance frameworks.

The council expects Registered Providers to ensure tenancy approaches:

- Reflect local housing need, affordability pressures and tenancy sustainment considerations
- Support positive, sustainable and proportionate housing outcomes
- Are fair, transparent and clearly communicated
- Take account of vulnerability, wellbeing and support needs
- Support stable and sustainable communities
- Align with the principles and objectives of this strategy

The council will continue to work collaboratively with Registered Providers to support consistent and positive tenancy outcomes across the district.

Older Persons and Supported Housing

The council strongly supports the use of long-term or lifetime tenancies within:

- Sheltered housing
- Older persons accommodation
- Extra care housing
- Supported housing where long-term support needs exist

This recognises the importance of security, continuity, stability and appropriate support for older residents and households with ongoing care or support needs.

As Winchester’s population and housing needs continue to change, the growing importance of providing housing solutions that support independence, wellbeing and long-term housing outcomes for older and vulnerable residents continues to grow.

This is particularly important given the increasing housing, health and support pressures associated with an ageing population across the district.

Flexible and Fixed-Term Tenancies

The Localism Act 2011 introduced the option for local authorities and Registered Providers to grant flexible or fixed-term tenancies.

Fixed-term tenancies can support the effective management of housing stock and help respond to changing housing need in some circumstances.

However, the council also recognises the importance of secure housing arrangements, particularly for households experiencing vulnerability, affordability pressures or long-term support needs.

Consultation feedback from Registered Providers identified operational concerns regarding the effectiveness of fixed-term tenancies in supporting long-term tenancy sustainment, community stability and positive resident outcomes. Providers are therefore encouraged to carefully consider whether fixed-term tenancy arrangements deliver proportionate and sustainable housing outcomes within local operational contexts.

The council also recognises that wider housing market reforms, including changes arising from the Renters’ Rights Act, may influence housing mobility, access to private rented accommodation and homelessness prevention pathways over the lifetime of this strategy. Housing providers should continue to work collaboratively with the council and partners to monitor the impact of legislative changes on tenancy sustainment, housing demand and residents’ housing options.

The council therefore supports a balanced and evidence-led approach that places fair, transparent and proportionate decision-making at the centre of tenancy management. Where fixed-term tenancies are used, decisions should take account of individual circumstances, vulnerability, support needs, affordability considerations and the objective of preventing homelessness wherever possible.

Length of Fixed-Term Tenancies

Where fixed-term tenancies are used, the council expects the standard tenancy term to normally be a minimum of five years.

Shorter fixed-term tenancies should only be considered in exceptional circumstances where there is a clear, proportionate and evidenced reason for doing so. Longer tenancy terms should be considered where households would benefit from greater housing security, stability and continuity of support.

This approach reflects the council’s commitment to preventing unnecessary housing insecurity, supporting tenancy sustainment and promoting positive long-term housing outcomes.

Circumstances Where Flexible Tenancies May Be Appropriate

Fixed term or flexible tenancies may be appropriate in circumstances including:

- Temporary or transitional need
- Accommodation intended to meet a short-term housing need
- Transitional or pathway accommodation
- Adapted or specialist housing
- Significantly adapted accommodation
- Specialist housing linked to support pathways
- Mobility and stock management considerations

- Under-occupation considerations
- Future mobility requirements
- Changing housing need over time

In all cases, tenancy decisions should take account of individual circumstances, support needs, affordability pressures and wider wellbeing considerations, while focusing on achieving fair, sustainable and appropriate housing outcomes.

Vulnerable Households and Specialist Housing Needs

Alongside growing demand for general needs housing, there is increasing demand for housing that supports independence, wellbeing and long-term stability for residents with additional care, support or housing needs.

Housing providers should recognise that vulnerability can arise from a wide range of circumstances and may be temporary, long-term or change over time. Vulnerability may arise from a combination of factors including disability, mental health needs, domestic abuse, financial hardship, safeguarding concerns, trauma, social isolation, homelessness, caring responsibilities or changing life circumstances.

When determining tenancy arrangements and tenancy management approaches, housing providers should adopt flexible, person-centred and trauma-informed practices that take account of an individual's circumstances, strengths, support networks and long-term housing needs. Longer-term tenancy arrangements should be strongly considered where households include:

- Older residents
- Disabled residents
- Households with long-term care or support needs
- Households requiring adapted accommodation
- Residents experiencing significant vulnerability or complex support needs
- Residents requiring specialist or supported housing arrangements

The council recognises the important role that stable housing plays in supporting independence, health, wellbeing and positive life outcomes. Housing providers should therefore seek to promote tenancy sustainment and long-term housing stability wherever appropriate.

Supporting Older Persons, Specialist and Supported Housing

The Housing Development Strategy identifies the growing need for housing solutions that support older people and residents with specialist housing requirements, including sheltered housing, extra care housing, supported accommodation and accessible housing that enables people to live independently for as long as possible. The council also recognises the significant projected growth in the older population and the increasing need for housing that responds to changing care and support needs throughout later life.

Housing providers should support approaches that enable residents to maintain independence, remain connected to their communities and access appropriate housing and support services as their circumstances change.

The importance of effective housing pathways and tenancy sustainment support for residents who may require additional assistance is fundamental to this Strategy, including recognised support for:

- Older people
- Disabled residents

- Care leavers
- People experiencing homelessness
- Domestic abuse survivors
- Residents with mental health needs
- People with learning disabilities
- People with autism
- Residents living with dementia
- Residents with physical disabilities or mobility impairments
- Households requiring supported or pathway accommodation

Housing providers should work collaboratively with partner agencies to ensure that residents are able to access appropriate housing options, support services and tenancy sustainment interventions that help them remain safe, independent and successfully housed.

Strategic Vision and Principles

“Working together to ensure that social housing across Winchester provides safe, stable and sustainable homes that support wellbeing, prevent homelessness and enable residents and communities to thrive.”

Safe, secure and affordable housing provides the foundation for health, wellbeing, independence, opportunity and strong communities. Stable housing can improve life outcomes, support resilience and help residents remain connected to their families, neighbourhoods and support networks.

This strategy promotes a preventative, resident-centred and partnership-led approach to tenancy management across Winchester. It recognises that successful tenancies are built through:

- Early intervention and proactive support
- Clear communication and meaningful engagement
- Safe, good quality and well-maintained homes
- Accessible, inclusive and responsive services
- Fair, respectful and transparent decision-making
- Strong partnership working and coordinated support
- Safe, sustainable and well-managed communities

The strategy has been informed by consultation with residents, Registered Providers and support organisations across the district. Consultation findings consistently highlighted the importance of:

- Communication and responsiveness
- Earlier support and intervention
- Mental health and wellbeing support
- Affordability and financial pressures

- Neighbourhood safety and anti-social behaviour management
- Accessible and inclusive services
- Stronger partnership working and coordinated support
- Feeling listened to, respected and involved in decisions

The council recognises the significant housing pressures affecting Winchester, including affordability challenges, increasing demand for social housing, rising support needs and wider cost of living pressures. The strategy therefore seeks to balance the importance of long-term housing stability with the need to respond to changing housing needs, demographic pressures and the effective use of social housing across the district.

At its heart, this strategy is about supporting residents to build stable homes, sustain successful tenancies and live safely and independently within communities where they feel respected, supported and able to thrive.

Strategic Principles

This strategy is built around a set of shared strategic principles that reflect Winchester City Council's commitment to delivering housing services that are preventative, supportive, transparent and focused on positive outcomes for residents and communities across the district.

The principles have been informed by consultation with residents, Registered Providers and support organisations operating across Winchester. Although experiences differed across neighbourhoods and communities, consultation responses consistently highlighted the importance of:

- Early intervention and tenancy sustainment
- Affordability and cost of living pressures
- Clear communication and accessible services
- Mental health and wellbeing support
- Safer neighbourhoods and visible housing management
- Partnership working and coordinated support
- Fair, respectful and person-centred services.

Residents repeatedly emphasised the importance of feeling listened to, supported and treated fairly, while Registered Providers and support organisations reinforced the growing complexity of housing need and the importance of preventative and partnership-led approaches to tenancy management.

Together, these principles provide the foundation for tenancy decision-making, partnership working and service delivery across Winchester. They support a balanced approach that recognises the importance of stable housing, resident wellbeing, community resilience and the effective use of social housing within a challenging and changing housing environment.

Early Intervention, Sustainment and Wellbeing

The council is committed to adopting a proactive and preventative approach to tenancy management that supports residents to establish, maintain and sustain successful tenancies wherever possible.

Consultation feedback from both residents and housing organisations consistently identified early intervention as one of the most important factors in preventing tenancy breakdown, homelessness and escalating support needs. Residents frequently highlighted the importance of receiving help earlier, before

problems reached crisis point, while support organisations reinforced that preventative support and earlier referrals achieve better long-term outcomes for tenants and communities.

Secure and stable housing provides the foundation for wellbeing, independence, resilience and opportunity. Housing services should therefore focus not only on tenancy enforcement, but on identifying issues early, maintaining supportive relationships and helping residents remain safely and successfully within their homes and communities.

This approach reflects the council's wider commitment to homelessness prevention, early intervention and person-centred service delivery. It also recognises the increasing complexity of housing need across the district, including the impact of affordability pressures, rising rents, cost-of-living challenges, mental health concerns, vulnerability and wider support needs on tenancy sustainment and housing stability.

Housing providers should recognise the increasing impact of financial pressures on residents and the important role that early financial support can play in preventing tenancy breakdown and homelessness. Providers are encouraged to adopt proactive financial inclusion approaches, including early affordability assessments, income maximisation support, welfare benefit advice, debt support referrals and preventative housing support interventions to help residents manage financial pressures and maintain successful tenancies.

The council expects housing providers to:

- Identify risks, vulnerability and support needs at the earliest opportunity
- Maintain proactive, supportive and person-centred tenancy management approaches
- Provide timely advice, intervention and practical support
- Support residents before issues escalate into crisis wherever possible
- Adopt trauma-informed approaches where appropriate
- Work collaboratively with support agencies and partner organisations
- Promote wellbeing, independence and long-term housing stability

Housing providers should recognise that residents may experience changing circumstances throughout the tenancy journey and that support needs can arise at any stage of a tenancy. Services should therefore remain flexible, accessible and responsive to individual circumstances wherever possible. Housing providers should also establish clear referral and escalation arrangements to ensure concerns relating to tenancy sustainment, affordability, safeguarding, vulnerability or wellbeing are identified and responded to at the earliest possible stage.

There are strong relationships between stable housing, mental health and overall wellbeing. Consultation findings highlighted increasing concerns relating to mental health, vulnerability and social isolation across both resident and organisational responses. Housing services should therefore continue to work collaboratively with support agencies and partners, including mental health and Adult Social Care services where appropriate, to help residents access suitable wellbeing and support pathways.

Tenant-Centred, Accessible and Inclusive Services

The council is committed to ensuring housing services are tenant-centred, accessible, inclusive and responsive to the diverse needs and experiences of residents across Winchester.

Communication and responsiveness were among the strongest and most consistent themes emerging from the resident consultation. Residents repeatedly highlighted the importance of being kept informed, receiving updates and being able to engage with housing services in ways that are accessible, clear and

supportive. Support organisations and Registered Providers also identified the importance of improved communication, partnership coordination and information sharing across services.

Residents may experience housing need, tenancy challenges and barriers to accessing services in different ways. Housing services should therefore be designed and delivered in ways that are fair, respectful and responsive to differing communication, accessibility and support needs.

The council expects tenancy services to be delivered fairly and consistently, with due regard to equality, diversity, inclusion and the differing needs of residents and communities across Winchester.

Clear communication, meaningful engagement and accessible services are essential to building trust, supporting successful tenancies and ensuring residents feel informed, listened to and involved in decisions affecting their homes and communities.

The council and Registered Providers are expected to:

- Provide clear, timely and transparent communication
- Keep tenants informed about repairs, tenancy issues and service requests
- Ensure communication and engagement methods are accessible, flexible and inclusive
- Support a range of engagement opportunities including digital, face-to-face, telephone and community-based approaches
- Make reasonable adjustments wherever appropriate
- Consider barriers relating to disability, language, literacy, digital exclusion and communication needs
- Support residents to access housing services and tenancy support in ways that work for them
- Promote openness, accountability and regular feedback with residents
- Provide opportunities for tenants to influence and help shape service improvements

Residents also emphasised the importance of seeing visible outcomes from consultation and engagement activity. Housing providers should therefore support transparent feedback mechanisms and demonstrate how tenant insight and resident feedback have informed service development and improvement activity.

Housing providers should also use Tenant Satisfaction Measures (TSMs), tenant feedback, complaints learning and service performance information to understand resident experiences, identify areas for improvement and support continuous service development. The council encourages the use of performance data alongside resident insight to ensure housing services remain responsive, accountable and focused on positive outcomes for tenants.

Housing services should continue to evolve in response to tenant feedback, changing needs and emerging challenges across the district, ensuring services remain responsive, inclusive and focused on positive resident outcomes.

Fairness, Respect and Accountability

Residents consistently highlighted the importance of being treated with dignity, empathy and respect throughout their interactions with housing services. Consultation responses reinforced that residents value housing services that are approachable, supportive and focused on achieving positive outcomes rather than purely enforcement-led responses. Residents also highlighted the importance of feeling listened to, informed and supported throughout tenancy management processes and service interactions.

Trust and confidence in housing services are strengthened when residents understand how decisions are made, what support is available and how concerns, complaints or tenancy issues will be handled fairly, consistently and transparently.

Housing providers should maintain accessible and effective complaints processes that support early resolution, learning and continuous improvement.

Complaints should be handled in accordance with the Housing Ombudsman's Complaint Handling Code and used as an opportunity to improve services, strengthen accountability and enhance the resident experience.

Housing providers should prioritise support-led and person-centred approaches wherever possible. Successful tenancy management is often best achieved through engagement, communication and proactive support rather than enforcement alone.

The council expects housing providers to:

- Make tenancy decisions that are fair, proportionate and evidence-based
- Ensure decisions are clearly communicated and appropriately explained
- Maintain transparent, accessible and consistent processes
- Treat residents with dignity, fairness and respect
- Support opportunities for resident feedback, challenge and scrutiny
- Learn from complaints, feedback and tenant insight
- Promote continuous improvement and accountability within service delivery
- Use Tenant Satisfaction Measures (TSMs), resident feedback and performance information to inform service improvement
- Support fair and accessible complaints handling arrangements
- Learn from complaints and Housing Ombudsman determinations to support service improvement and organisational learning
- Demonstrate openness, transparency and responsiveness in service delivery

The council also recognises the importance of ensuring that resident feedback contributes meaningfully to service improvement and decision-making processes. Housing services should therefore support transparent feedback mechanisms, including “You Said, We Did” approaches, resident engagement feedback and regular service improvement updates where appropriate.

This approach supports the council’s commitment to delivering housing services that are accountable, resident-focused and responsive to the changing needs and expectations of residents across Winchester, while promoting trust, confidence and positive relationships between residents and housing providers.

Strong, Safe and Sustainable Communities

Housing services play an important role in supporting neighbourhoods where people feel safe, respected and connected to their communities.

Residents consistently linked successful tenancies with wider neighbourhood conditions, including community safety, neighbourhood management, estate standards and visible housing officer presence. Anti-social behaviour, neighbourhood disputes and property condition concerns were among the most frequently raised issues throughout the consultation process.

Registered Providers and support organisations also highlighted increasing pressures relating to anti-social behaviour, neighbour disputes and the importance of proactive neighbourhood management, early intervention and mediation-led approaches.

The council recognises the importance of visible neighbourhood management in supporting safe, well-managed and sustainable communities. Housing providers are encouraged to maintain a presence within neighbourhoods through estate inspections, neighbourhood walkabouts, local engagement activity and partnership working with residents and community safety partners.

Supporting New Communities and Neighbourhood Growth

The council is delivering and supporting significant affordable housing growth across Winchester, including within major development areas, regeneration schemes and new mixed-tenure communities. The Housing Development Strategy recognises that successful places require more than the delivery of housing alone; they require the creation of cohesive, connected and sustainable communities where residents feel a sense of belonging and pride in their neighbourhoods.

Housing providers should support community development and integration activities that help residents establish roots within new neighbourhoods, develop positive relationships with their neighbours and contribute to community life from the outset.

Housing providers should:

- Support community integration and neighbourly relationships
- Encourage resident participation and engagement
- Promote community pride and neighbourhood identity
- Support mixed-tenure community cohesion
- Manage emerging neighbourhood issues proactively
- Work with residents and partners to build resilient and sustainable communities

The council expects housing providers to:

- Maintain visible and proactive neighbourhood management approaches
- Support estate inspections, neighbourhood walkabouts and local engagement activity
- Work collaboratively with residents, community safety partners and support agencies
- Promote neighbourhood pride and community wellbeing
- Maintain safe, good quality and well-maintained homes
- Ensure clear communication throughout repairs and maintenance processes
- Respond proactively to damp, mould and property condition concerns
- Promote early resolution, restorative approaches and mediation-led interventions wherever appropriate before formal enforcement action is considered
- Take fair, proportionate and timely action to address anti-social behaviour where appropriate

Sustainable Tenancies and Climate Resilience

The council is committed to supporting the transition to healthier, more sustainable and energy-efficient homes across Winchester. New affordable housing developments are increasingly being designed to achieve higher environmental standards, reduce energy consumption and improve resilience to climate change.

Housing providers have an important role in helping residents understand and maximise the benefits of these homes while supporting affordability and long-term tenancy sustainment.

Housing providers should:

- Support residents to understand how to use energy-efficient homes effectively
- Promote energy affordability and fuel poverty prevention
- Provide information on energy-saving technologies and systems where appropriate
- Support residents to reduce household energy costs
- Encourage sustainable living practices
- Consider climate resilience and resident wellbeing when delivering housing services
- Support residents to adapt to emerging housing technologies and environmental standards

Partnership and Shared Responsibility

Delivering effective housing services requires strong partnership working across housing providers, council services, support agencies, health services and wider community organisations.

Consultation feedback from Registered Providers and support organisations consistently highlighted the importance of coordinated multi-agency working, earlier referrals and stronger partnership arrangements in supporting tenancy sustainment and preventing homelessness. Providers also identified the need for clearer communication pathways, improved operational coordination and stronger collaborative working arrangements between services.

Housing need across Winchester is increasingly complex and often requires coordinated and multi-agency responses to support residents successfully and prevent issues from escalating into crisis, tenancy breakdown or homelessness.

Many residents may require support from multiple services at different stages of the tenancy journey, including housing, safeguarding, mental health, Adult Social Care, domestic abuse and financial inclusion services.

The council expects housing providers and partners to support collaborative and coordinated approaches that help safeguard vulnerable residents, improve access to support services and contribute to stable and sustainable housing outcomes across the district.

The council expects housing providers and partners to:

- Work collaboratively to support residents with complex or changing needs
- Promote coordinated support pathways and integrated service delivery
- Support early intervention and preventative approaches
- Share information appropriately to support effective tenancy management and safeguarding responsibilities
- Work proactively to prevent homelessness and tenancy breakdown
- Support fair, sustainable and stable housing outcomes

Partnership arrangements should include clearly understood operational referral pathways, escalation routes and regular multi-agency liaison arrangements to support coordinated tenancy management, earlier intervention and effective support for residents with complex needs.

Successful tenancy management depends upon strong relationships between residents, housing providers, support services and community partners working together to achieve positive outcomes. Effective partnership working can help identify risks earlier, improve access to support services, strengthen safeguarding responses and reduce the likelihood of tenancy failure or homelessness.

Partnership working should continue to evolve in response to changing housing pressures, emerging support needs and lessons learned through resident feedback, operational experience and service improvement activity. The council will continue to work collaboratively with Registered Providers and partners to strengthen communication, improve referral pathways and support more joined-up and preventative approaches to tenancy sustainment across Winchester.

Supporting Housing Need Through Effective Use of Housing

Social housing is a valuable and limited resource that plays a critical role in meeting housing need across Winchester. Housing providers should balance tenancy security with the responsibility to ensure affordable housing remains available to meet identified housing need both now and in the future.

Housing management approaches should support the efficient and sustainable use of housing stock while maintaining stability, wellbeing and positive outcomes for residents. This includes supporting tenancy sustainment, promoting appropriate housing mobility and ensuring that social housing continues to contribute towards sustainable communities and long-term housing objectives across the district.

Housing Mobility and Responding to Changing Housing Need

Residents' housing needs can change significantly throughout the lifetime of a tenancy as a result of changes in family circumstances, health, disability, employment, financial circumstances, caring responsibilities or ageing.

The council recognises that housing providers have an important role in helping residents access homes that continue to meet their needs while also supporting the effective use of available housing stock across the district.

Housing demand across Winchester continues to exceed supply, with particular pressures relating to one-bedroom accommodation, larger family homes, accessible housing and affordable housing within rural communities. Demand for transfers, downsizing, rightsizing and mobility opportunities also continues to increase.

The council expects housing providers to adopt flexible and supportive approaches that help residents access suitable accommodation while maintaining tenancy stability and positive housing outcomes.

Housing providers should:

- Support residents whose housing needs change over time
- Promote transfer, downsizing and rightsizing opportunities
- Support effective use of accessible and adapted housing
- Facilitate housing mobility where this improves housing outcomes
- Support residents experiencing overcrowding or under-occupation
- Consider wellbeing, safety and vulnerability when supporting housing moves
- Support safe housing pathways for residents experiencing domestic abuse
- Work collaboratively with partners to support sustainable housing outcomes

Supporting residents to access housing that reflects their current and future needs contributes to tenancy sustainment, homelessness prevention, community stability and the effective use of social housing resources across the district.

There are pressures relating to one-bedroom accommodation, where 55% of Hampshire Home Choice applicants require a one-bedroom home, alongside continuing demand for larger family homes, accessible housing and affordable housing within rural communities.

Demand for housing transfers, downsizing and rightsizing opportunities also continues to increase across the district. Housing providers should support mobility initiatives, transfer opportunities and tenancy management approaches that help ensure housing stock remains aligned to changing household circumstances and identified housing need.

Partnership Expectations for Registered Providers

Registered Providers operating within Winchester play a vital role in supporting the council's wider housing, homelessness prevention and community wellbeing objectives across the district.

The council recognises the significant contribution Registered Providers make in delivering safe, secure and sustainable homes, supporting tenancy sustainment and helping residents and communities to thrive. As housing need across Winchester becomes increasingly complex, strong partnership working

and shared responsibility across organisations will continue to play an essential role in achieving positive outcomes for residents. Consultation feedback from residents, Registered Providers and support organisations consistently highlighted the importance of:

- Stronger partnership working and communication
- Earlier intervention and coordinated support
- Accessible, responsive and person-centred services
- Better information sharing and referral pathways
- Stronger neighbourhood management and community safety approaches
- More joined-up and collaborative ways of working

No single organisation can respond effectively to the full range of housing, wellbeing and support challenges affecting residents across the district. Delivering positive and sustainable housing outcomes therefore relies on strong relationships, shared priorities and effective collaboration between housing providers, council services, support agencies, health services, community organisations and residents themselves. By working together, organisations are better able to:

- Identify risks and support needs earlier
- Coordinate interventions and reduce duplication
- Improve access to support and services
- Prevent homelessness and tenancy breakdown
- Respond more effectively to safeguarding and vulnerability concerns
- Support safer, stronger and more resilient communities
- Deliver more consistent and positive resident experiences
- Share knowledge, resources and good practice across organisations
- Respond more effectively to changing local housing and community needs

The council also recognises that the housing and local government landscape will continue to evolve during the lifetime of this strategy, including through Local Government Reorganisation, wider service transformation and changes to partnership and governance arrangements across Hampshire and the wider region. Strong partnership working, flexibility and collaborative planning will therefore remain essential to ensuring housing services continue to respond effectively to changing local needs and organisational structures.

The council therefore encourages Registered Providers to adopt collaborative, preventative and resident-focused approaches that support long-term tenancy sustainment, wellbeing and community resilience across Winchester.

Strategic Expectations

The council is committed to working collaboratively with Registered Providers, tenants, support services and wider partners to deliver shared housing and community objectives across Winchester.

Achieving positive and sustainable outcomes for residents is a shared responsibility. Strong partnerships, open communication and coordinated multi-agency working are essential to responding effectively to the increasing complexity of housing need, affordability pressures and wider support challenges affecting communities across the district.

The council values the important role Registered Providers play in supporting residents and communities and recognises that housing providers are operating within increasingly challenging national and local housing conditions, including affordability pressures, rising demand for affordable housing, increasing support needs and wider financial pressures affecting both residents and services.

The council will therefore continue to work alongside Registered Providers and partners to support collaborative approaches that strengthen tenancy sustainment, service delivery and positive housing outcomes across the district. Together, the council and Registered Providers will seek to:

- Support homelessness prevention, early intervention and tenancy sustainment approaches
- Promote safe, stable and sustainable communities
- Deliver tenant-centred, accessible and responsive housing services
- Support vulnerable households and residents with additional support needs
- Promote wellbeing, independence and long-term housing stability
- Develop coordinated partnership pathways and integrated support arrangements
- Contribute to neighbourhood wellbeing, community resilience and effective community engagement
- Support fair, positive and sustainable housing outcomes across the district
- Promote approaches that make effective and responsible use of social housing stock
- Share learning, good practice and local insight to support continuous improvement
- Work collaboratively to respond to organisational, regulatory and service delivery changes, including Local Government Reorganisation where appropriate

Strong and positive partnerships are built through openness, mutual respect, trust, accountability and shared commitment to supporting residents and communities.

Operational Expectations

The council is committed to maintaining positive, constructive and collaborative working relationships with Registered Providers and recognises the importance of strong partnership working at both a strategic and operational level.

Consultation feedback from Registered Providers and support organisations highlighted the importance of stronger communication arrangements, clearer referral pathways, earlier intervention and improved operational coordination between housing providers, council services and support agencies. Providers also reinforced the importance of responsive, preventative and person-centred tenancy management approaches in supporting tenancy sustainment and positive resident outcomes.

The council encourages Registered Providers to maintain effective, transparent and resident-focused tenancy management arrangements that support both operational effectiveness and positive resident experiences. Working together, housing providers and partners should seek to:

- Publish clear, accessible and up-to-date tenancy policies
- Maintain fair, transparent and proportionate tenancy decision-making processes
- Support proactive tenancy management, tenancy sustainment and early intervention approaches
- Maintain clear, timely and supportive communication with tenants throughout tenancy management, repairs and maintenance processes
- Ensure communication methods are accessible, inclusive and responsive to differing needs
- Support meaningful tenant engagement, feedback and opportunities for resident influence
- Support mobility, transfer opportunities and effective use of housing stock

- Work collaboratively with Housing Options services, support agencies, safeguarding partners and community organisations where appropriate
- Maintain clear operational communication arrangements and named liaison pathways between housing providers, support agencies and council services
- Establish clear tenancy sustainment referral triggers linked to arrears escalation, vulnerability indicators, safeguarding concerns, anti-social behaviour, mental health deterioration and repeated tenancy management concerns
- Support coordinated responses to anti-social behaviour, safeguarding concerns and tenancy sustainment issues
- Align services with the Regulator of Social Housing Consumer Standards
- Use tenant feedback, complaints learning, service data and performance information to support continuous improvement
- Contribute positively to partnership governance, communication and service coordination arrangements where appropriate

The council also encourages Registered Providers and partners to continue strengthening collaborative and multi-agency approaches by:

- Supporting transparent feedback and accountability arrangements
- Demonstrating how resident feedback has informed service improvements
- Promoting trauma-informed, person-centred and support-led approaches to service delivery
- Developing effective partnership referral and support pathways
- Promoting staff awareness, partnership knowledge-sharing and training relating to local support services, referral pathways and tenancy sustainment resources
- Sharing learning, operational insight and good practice across organisations
- Supporting collaborative approaches that improve housing, wellbeing and community outcomes across Winchester
- Working together to respond positively to future organisational, regulatory and service delivery changes

Ongoing collaboration, shared learning and continued resident engagement will help ensure housing services remain responsive, inclusive and focused on safe, sustainable and thriving communities across Winchester.

How this Strategy was Developed

This strategy has been developed through a programme of consultation, engagement, partnership working and service review to help ensure it reflects the experiences, priorities and challenges affecting residents and communities across Winchester.

Effective tenancy strategies should be shaped not only by legislation, regulation and housing policy, but also by the lived experiences of residents, operational insight from housing providers and the expertise of organisations supporting communities across the district.

The development of this strategy has therefore been informed by:

- Resident consultation and engagement activity
- Feedback from Registered Providers operating within the district
- Consultation with support organisations and partner agencies
- Internal engagement across housing and wider council services
- Operational learning, performance information and service insight
- Current legislation, regulatory requirements and national good practice

- Local housing, homelessness and affordability pressures affecting Winchester

The council would like to thank everyone who contributed to the development of this strategy, including residents, tenant representatives, Registered Providers, support organisations, community partners and council officers. The time, insight and experience shared throughout the consultation process has played an important role in shaping the strategy and strengthening its focus on prevention, sustainment, communication, wellbeing and partnership working. Resident consultation highlighted several consistent themes across communities within the district which have been detailed in this strategy. Residents highlighted the importance of visible housing management, neighbourhood engagement and ensuring consultation leads to meaningful and visible service improvements. These themes have directly informed the strategic principles and commitments within this strategy.

The council engaged with Registered Providers and support organisations operating across Winchester to better understand the operational challenges affecting tenancy sustainment and housing management across the district.

The feedback received was detailed, operationally informed and highly valuable. Organisations consistently highlighted:

- Affordability and cost of living pressures
- Increasing mental health and vulnerability needs
- The importance of early intervention and preventative support
- Stronger partnership working and referral pathways
- Anti-social behaviour and neighbourhood management pressures
- Housing mobility and stock utilisation challenge
- The need for more coordinated communication and information sharing

Importantly, many of the themes raised by Registered Providers and support organisations strongly aligned with the resident consultation findings, helping strengthen the overall evidence base informing the strategy and reinforcing the importance of partnership-led and preventative approaches to tenancy management. The consultation process also reinforced the importance of adopting a strategy that is:

- Resident-centred and accessible
- Preventative rather than reactive
- Focused on tenancy sustainment and wellbeing
- Flexible and responsive to changing needs
- Built on collaboration, partnership working and shared responsibility
- Focused on delivering positive and sustainable outcomes for residents and communities

Engagement and collaboration should continue beyond the publication of this strategy. Housing need, resident priorities and local challenges will continue to evolve over time, particularly in the context of wider housing pressures, affordability challenges, service transformation and Local Government Reorganisation across Hampshire.

The council is therefore committed to continuing to work collaboratively with residents, Registered Providers, support organisations and wider partners throughout the lifetime of this strategy. Ongoing engagement, tenant feedback, partnership working and shared learning will remain essential to ensuring housing services continue to improve, evolve and respond effectively to the needs of residents and communities across Winchester.

Future engagement activity will include:

- Resident engagement events and local conversations

- Tenant panels and co-production opportunities
- Partnership workshops and multi-agency forums
- Service reviews and themed engagement activity
- Feedback and performance reporting
- Collaborative improvement and service development initiatives

By continuing to work together, share learning and listen to the experiences of residents and partners, the council and its partners can help deliver housing services that are supportive, responsive, inclusive and focused on creating safe, sustainable and thriving communities across Winchester.

Monitoring, Performance and Continuous Improvement

The council is committed to ensuring that this strategy remains effective, responsive and aligned with changing housing needs, regulatory expectations and local priorities across Winchester.

Successful tenancy management requires continuous learning, ongoing engagement and regular review. The council will work collaboratively with Registered Providers, residents and partner organisations to ensure that tenancy approaches continue to support positive outcomes for residents and communities throughout the lifetime of this strategy.

Monitoring and review arrangements will support the council to:

- Assess the effectiveness of tenancy management and tenancy sustainment approaches
- Monitor emerging housing needs, affordability pressures and tenancy trends
- Evaluate progress against strategic objectives and desired outcomes
- Support compliance with legislative and regulatory requirements
- Identify opportunities for service improvement and innovation
- Ensure housing services remain resident-focused, responsive and accountable

Resident Influence, Accountability and Learning

Transparency, accountability and resident influence are fundamental to effective housing services. The council and Registered Providers should ensure that residents have opportunities to influence service delivery and understand how their feedback contributes to decision-making and service improvement. This includes:

- “You Said, We Did” reporting and feedback mechanisms
- Resident engagement updates and service improvement communications
- Tenant scrutiny, consultation and involvement opportunities
- Complaints learning and service improvement activity
- Use of tenant insight and satisfaction data to inform decision-making
- Ongoing engagement with residents, communities and partner organisations

Resident feedback, operational learning and partnership engagement will continue to play a central role in shaping future service development and strengthening housing outcomes across Winchester.

Performance and Outcomes Framework

The council is committed to monitoring the impact of this strategy through a combination of performance information, partnership engagement, tenant feedback and service review activity.

The following outcomes will be used to assess the effectiveness of tenancy management and tenancy sustainment approaches across the district.

Strategic Outcome	Indicative Measures
Successful Tenancies	Tenancy sustainment rates and tenancy failure trends
Homelessness Prevention	Homelessness prevention outcomes and reduced repeat homelessness
Support for Vulnerable Residents	Support referrals, intervention outcomes and partnership engagement activity
Community Stability	Anti-social behaviour case outcomes and neighbourhood management measures
Effective Use of Housing Stock	Transfer activity, downsizing, rightsizing and housing mobility outcomes
Tenant Satisfaction	Tenant Satisfaction Measures (TSMs) and resident feedback
Resident Influence	Tenant engagement, participation and co-production activity
Partnership Working	Multi-agency case outcomes and partnership performance measures

Performance information should be used to support continuous improvement, identify emerging trends and ensure tenancy services remain effective, proportionate and responsive to changing needs.

Partnership Review and Strategic Oversight

The council will continue to work collaboratively with Registered Providers, residents and partner organisations to review emerging housing pressures, affordability challenges, tenancy sustainment trends and wider service delivery issues affecting residents and communities across Winchester.

Monitoring and review activity should support:

- Continuous improvement in tenancy management and resident experience
- Early identification of emerging housing and support pressures
- Strong partnership working and coordinated responses
- Responsive and tenant-centred service delivery
- Effective homelessness prevention and tenancy sustainment approaches
- Compliance with legislative, regulatory and consumer standard requirements

Review of the Strategy

This strategy will be formally reviewed no later than 2031, or earlier where required in response to:

- Legislative or regulatory change
- Changes to the Regulator of Social Housing Consumer Standards
- Significant housing market or affordability changes
- Local Government Reorganisation
- Changes in local housing need or strategic priorities

- Emerging housing pressures or service delivery challenges
- Significant changes to national housing policy

This approach supports the council's commitment to delivering housing services that are accountable, transparent, preventative and resident-centred, while continuing to support safe, sustainable and thriving communities across Winchester.

Version controls:

Version	Category	Trigger	Next review	Policy Owner	Date
1.0	Regulatory	New		CHOS	01 June 2026

If you require this document in another format or language, please contact the Housing Service by emailing policy@winchester.gov.uk or calling **01962 848 400**.

Equality Impact Assessment (EqIA)

Section 1 - Data Checklist

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

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

		Yes/No	Please provide details
	Have there been any complaints data related to the policy or project you are looking to implement?		
	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	Consultation included Housing Officers, Income Officers, ASB Officers, Tenancy Sustainment Officers, Sheltered and Extra Care staff, Housing Managers, safeguarding leads and wider housing services. Operational learning informed the strategy's emphasis on early intervention, case ownership, partnership working and tenancy sustainment.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	Yes	Consultation identified concerns relating to digital exclusion, accessibility of services, language barriers, mental health support, domestic abuse, affordability pressures, safeguarding, support for vulnerable tenants and the need for respectful and transparent communication.
4	Do you have any concerns regarding the implementation of this policy or project? <i>(i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	Yes	Risks include inconsistent application of tenancy approaches, insufficient recognition of vulnerability, barriers caused by inaccessible communication, disproportionate enforcement action, inconsistent partnership working and insufficient early intervention.

		Yes/No	Please provide details
5	Does any accessible data regarding the area which your work will address identify any areas of concern or potential problems which may impact on your policy or project?	Yes	Local housing data demonstrates rising affordability pressures, increasing homelessness risk, significant housing demand, growing mental health concerns, an ageing population and increasing complexity of support needs. These pressures may disproportionately affect vulnerable households and protected groups.
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	Existing operational work in tenancy management, ASB, homelessness prevention, safeguarding, tenancy sustainment, domestic abuse and complaints handling demonstrates the importance of accessible communication, proportionality, documented decision-making and early support interventions.
7	Are there any other issues that you think will be relevant?	Yes	The strategy must balance tenancy enforcement, safeguarding, tenancy sustainment, equality duties, homelessness prevention, housing demand management and neighbourhood safety while ensuring fairness and proportionality in decision-making.

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Section 2 - Your EqIA form

Directorate: Housing	Your Service Area: Housing Department	Team: All Housing Services	Officer responsible for this assessment: Yvonne Anderson	Date of assessment: June 2026
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Tenancy Strategy 2026–2031
2	Is this a new or existing policy?	New strategic framework replacing and modernising the previous tenancy strategy under the Localism Act 2011 framework.
3	Briefly describe the aim and purpose of this work.	The strategy establishes Winchester City Council’s strategic approach to tenancy management and tenancy sustainment across the district. It sets out how the Council and Registered Providers should support safe, stable and

		sustainable tenancies while ensuring fair, preventative and tenant-centred housing services.
4	What are the associated objectives of this work?	<p>The strategy seeks to:</p> <ul style="list-style-type: none"> - Support tenancy sustainment - Prevent homelessness and tenancy breakdown - Promote fair and transparent tenancy management - Support safe and sustainable communities - Ensure accessibility and inclusion - Strengthen partnership working - Support compliance with the Social Housing (Regulation) Act 2023 and Consumer Standards 2024.
5	Who is intended to benefit from this work and in what way?	<p>The strategy is intended to benefit:</p> <ul style="list-style-type: none"> - Council tenants - Prospective tenants - Household members - Residents living within council housing neighbourhoods - Vulnerable residents requiring housing-related support - Registered Providers operating within Winchester <p>Benefits include:</p> <ul style="list-style-type: none"> - Greater tenancy stability - Earlier intervention and support - Improved communication - More accessible services - Fairer decision-making - Safer neighbourhoods - Improved accountability and transparency - Better coordination of support services.
6	What are the outcomes sought from this work?	<p>The strategy seeks to achieve:</p> <ul style="list-style-type: none"> - Sustained and successful tenancies - Reduced homelessness and tenancy failure - Improved tenant satisfaction and trust - Increased accessibility and inclusion - Earlier identification of vulnerability and safeguarding concerns

		<ul style="list-style-type: none"> - Stronger partnership working - Safer neighbourhoods - Better use of social housing stock - Improved regulatory compliance and accountability
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 143</p>	<p>7 What factors/forces could contribute or detract from the outcomes?</p>	<p>Positive Factors</p> <ul style="list-style-type: none"> - Strong partnership working - Staff training - Clear operational procedures - Accessible communication methods - Effective safeguarding arrangements - Resident engagement - Performance monitoring - Complaints learning - Early intervention approaches <p>Negative Factors</p> <ul style="list-style-type: none"> - Increasing housing demand - Financial pressures on tenants - Staff capacity pressures - Complexity of support needs - Mental health demand - Digital exclusion - Language barriers - Limited support services externally - Inconsistent operational application - Data quality limitations
<p>8</p>	<p>Who are the key individuals and organisations responsible for the implementation of this work?</p>	<p>Housing Services Registered Providers Hampshire Home Choice partners Safeguarding teams Adult Social Care Health services Police Domestic abuse services</p>

		Support providers Community safety partners Tenant engagement teams Neighbourhood services
9	Who implements the policy or project and who or what is responsible for it?	Strategic Housing & Landlord Service

		Please select your answer in bold . Please provide detail here.			
Page 144	10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	<p>Whilst the Tenancy Strategy is intended to apply fairly to all residents, there is potential for indirect disadvantage where tenants experience barriers relating to language, literacy, cultural differences or familiarity with housing systems in England. The strategy places significant emphasis on communication, engagement, tenancy rights and responsibilities, access to support services and participation in tenancy management processes. Where information is not understood, tenants may be less able to engage effectively with housing services, understand tenancy conditions, challenge decisions or access support at an early stage.</p> <p>Residents whose first language is not English, newly arrived households, refugees, or those with limited literacy may be disproportionately affected if communication methods are not accessible or appropriately tailored. This could potentially affect understanding of tenancy agreements, anti-social behaviour processes, enforcement action, complaints procedures, succession rights, housing mobility options and wider tenancy support services.</p>
	10b	What existing evidence (either presumed or otherwise) do you have for this?	Consultation undertaken during development of the strategy highlighted the importance of clear communication, accessible information and tenant understanding of housing services. Operational experience across tenancy management, homelessness prevention and complaints handling also demonstrates that language and communication barriers can contribute to		

		misunderstandings, reduced engagement and poorer housing outcomes if not addressed proactively.		
11a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?</p>	Y	N	<p>The strategy is not intended to disadvantage individuals on the basis of sex. However, housing need and tenancy-related risks can affect men and women differently. Women are statistically more likely to experience issues associated with domestic abuse, caring responsibilities, lone parenthood and economic disadvantage, all of which can influence tenancy sustainment and housing stability. Men may be less likely to engage with support services at an early stage, potentially increasing the risk of tenancy difficulties escalating before intervention is sought.</p> <p>There is therefore a risk that tenancy management decisions could have unintended impacts if individual circumstances, vulnerabilities and support needs are not fully recognised and considered.</p>
11b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>The strategy places significant emphasis on safeguarding, early intervention, tenancy sustainment and partnership working. Consultation responses highlighted concerns relating to affordability pressures, wellbeing, vulnerability and personal safety, all of which may have differing impacts across genders. Existing operational experience also demonstrates that domestic abuse, relationship breakdown and financial hardship can have significant housing implications requiring tailored support and intervention.</p>		
12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> 	Y	N	<p>Disability is the protected characteristic most likely to be affected by the implementation of the strategy. Disabled residents may experience barriers in accessing housing services, understanding information, engaging with tenancy processes or sustaining their tenancy if services are not appropriately adapted to meet their needs. This includes residents with physical disabilities, sensory impairments, learning disabilities, neurodivergent conditions, long-term health conditions and mental health needs.</p>

	<ul style="list-style-type: none"> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 			<p>Potential negative impacts could arise where communication is inaccessible, reasonable adjustments are not identified or implemented, support needs are not recognised at an early stage, or tenancy enforcement activity proceeds without appropriate consideration of an individual's circumstances. There is also a risk that increasing reliance on digital communication could disadvantage some disabled residents if alternative methods of engagement are not maintained.</p>
<p>12b</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 146</p>	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>The strategy recognises vulnerability, accessibility, safeguarding and the need for tailored support throughout the tenancy journey. Local housing services continue to support a growing number of residents with complex physical, mental health and support needs, while consultation feedback highlighted the importance of accessible services, early intervention and personalised support. Existing operational experience demonstrates that tenancy outcomes are significantly improved when support needs are identified and addressed proactively.</p>		
<p>13a</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 146</p>	<p>Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?</p>	<p>Y</p>	<p>N</p>	<p>The Tenancy Strategy is intended to support all tenants fairly and equitably regardless of sexual orientation. However, there remains potential for indirect negative impacts where lesbian, gay and bisexual residents experience harassment, discrimination, hate incidents or barriers to accessing support services. Housing services often deal with sensitive issues including anti-social behaviour, neighbour disputes, safeguarding concerns and tenancy sustainment. If these services are not delivered in a manner that is inclusive and responsive to individual circumstances, some residents may feel reluctant to engage with the Council or report concerns.</p> <p>LGBTQ+ residents can be disproportionately affected by harassment, intimidation, hate-related incidents and social isolation. In some cases, individuals may be unwilling to disclose personal circumstances due to concerns about confidentiality, prejudice or previous negative experiences with public services. This can result in housing issues remaining</p>

				unresolved, reduced access to support and poorer tenancy outcomes.
13b	What existing evidence (either presumed or otherwise) do you have for this?	The strategy places significant emphasis on neighbourhood management, community safety, anti-social behaviour prevention, safeguarding and accessible service delivery. Consultation responses consistently highlighted the importance of feeling safe, being treated with dignity and respect, and having confidence that concerns would be taken seriously. Operational experience across housing services demonstrates that victims of hate-related incidents often require sensitive case management and clear reporting pathways.		
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	<p>The strategy has the potential to affect people differently on the basis of age because housing needs, support requirements and methods of engagement often vary significantly throughout life. Older residents may be more likely to experience physical health issues, mobility limitations, social isolation, digital exclusion or a need for ongoing support to maintain independence. Younger residents, particularly those entering a tenancy for the first time, care leavers or households with limited experience of managing a tenancy, may require additional guidance and tenancy sustainment support.</p> <p>There is a risk that some older residents could be disadvantaged if services become overly reliant on digital communication or self-service approaches. Similarly, younger residents may face challenges understanding tenancy responsibilities, managing finances or accessing support services if early intervention is not available.</p>
14b	What existing evidence (either presumed or otherwise) do you have for this?	The strategy acknowledges the changing demographic profile of Winchester, including a growing older population and increasing demand for supported, sheltered and extra care housing. Consultation responses highlighted the importance of accessible communication, visible housing management and early support. Operational experience also demonstrates		

		that tenancy sustainment support at the start of a tenancy can significantly improve long-term outcomes and reduce the risk of tenancy failure.		
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	<p>The strategy is not expected to have a significant adverse impact on individuals because of their religion or belief. However, there is potential for indirect disadvantage where housing services do not adequately recognise religious observance, cultural practices or faith-related needs when arranging appointments, conducting visits or managing tenancy-related matters.</p> <p>Residents from different faith communities may have particular requirements relating to religious observance, prayer times, festivals, family arrangements, bereavement practices or dietary considerations. If these circumstances are not appropriately recognised, individuals may feel excluded or experience difficulties engaging with housing services.</p>
15b	What existing evidence (either presumed or otherwise) do you have for this?	Consultation and engagement undertaken during development of the strategy emphasised the importance of respectful and person-centred service delivery. Existing housing service experience demonstrates that flexibility and understanding of individual circumstances contribute significantly to positive tenant relationships and improved service outcomes.		
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	<p>Whilst the Tenancy Strategy is intended to support all residents fairly and without discrimination, there is potential for indirect disadvantage where housing services do not adequately recognise the privacy, safety and support needs of transgender residents. Transgender individuals may be disproportionately affected by harassment, hate incidents, neighbour disputes or concerns regarding the disclosure of personal information. Some residents may feel reluctant to report concerns or engage with housing services if they lack confidence that their identity will be respected or that information will be handled sensitively and confidentially.</p>

				<p>Housing services frequently deal with sensitive matters relating to anti-social behaviour, safeguarding, tenancy sustainment and neighbourhood management. If these services are not delivered in an inclusive and respectful manner, there is a risk that transgender residents may experience barriers to accessing support or achieving positive housing outcomes.</p>
16b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>The strategy places significant emphasis on neighbourhood safety, anti-social behaviour management, safeguarding, accessible services and respectful treatment of residents. Consultation feedback highlighted the importance of feeling safe, being treated with dignity and having confidence in housing services. Existing operational experience demonstrates that individuals who experience harassment or discrimination may require additional support and reassurance to engage fully with housing services.</p>		
17a	<p>Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?</p>	<p>Y</p>	<p>N</p>	<p>The strategy is not expected to have a direct adverse impact on individuals because of their marital or civil partnership status. However, tenancy-related decisions can be influenced by changes in household circumstances, including relationship breakdown, succession requests, assignment applications, joint tenancy arrangements and domestic abuse situations. These circumstances may affect married couples, civil partners and joint tenants differently depending on their individual housing and family circumstances.</p> <p>Decisions relating to tenancy succession, assignment, occupation rights and tenancy termination can have significant implications for housing security and tenancy sustainment. There is therefore potential for indirect disadvantage if such decisions are not applied consistently, transparently and with due regard to individual circumstances and vulnerabilities.</p>
17b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>The strategy supports fair, transparent and evidence-based tenancy management and recognises the importance of tenancy sustainment and stable housing outcomes. Existing operational experience demonstrates</p>		

		that changes in household composition and relationship circumstances can create complex housing situations requiring careful consideration of legal rights, safeguarding concerns and support needs.			
Page 150	18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	Pregnant tenants and households with young children may experience particular housing-related challenges that could affect their ability to sustain a tenancy successfully. These challenges may include overcrowding, affordability pressures, changing household income, health concerns, domestic abuse, property condition issues and increased support needs associated with pregnancy or caring responsibilities. Without appropriate intervention and support, these factors can increase the risk of tenancy instability or reduced wellbeing. Pregnancy and early parenthood can also create additional demands on households, making access to suitable housing, timely support and responsive services particularly important. Housing services therefore need to recognise changing circumstances and respond proactively to emerging risks wherever possible.
	18b	What existing evidence (either presumed or otherwise) do you have for this?	The strategy places significant emphasis on tenancy sustainment, early intervention, safeguarding, vulnerability and homelessness prevention. Consultation findings highlighted the importance of accessible support, clear communication and responsive housing services. Operational experience across housing management and homelessness prevention services demonstrates that early intervention and coordinated support can significantly improve outcomes for families experiencing housing difficulties or changes in circumstances.		
	19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N	Potentially yes, indirectly. Indirect discrimination risks may arise if: <ul style="list-style-type: none"> - Services are inaccessible - Communication barriers are not addressed - Vulnerability is not recognised - Enforcement is disproportionate

				<ul style="list-style-type: none"> - Digital-only approaches are adopted - Equality impacts are not considered in tenancy decisions <p>The greatest risks relate to:</p> <ul style="list-style-type: none"> - Disability - Age - Race/language barriers - Sex/domestic abuse - Pregnancy and maternity - Gender reassignment 	
Page 151	20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	<p>Yes.</p> <p>The strategy aims to:</p> <ul style="list-style-type: none"> - Promote equality of opportunity - Support tenancy sustainment - Prevent homelessness - Improve accessibility - Support vulnerable households - Deliver fair and transparent services - Improve neighbourhood safety <p>Any restrictive or enforcement-related actions must be:</p> <ul style="list-style-type: none"> - Proportionate - Lawful - Evidence-based - Necessary to achieve legitimate aims such as safeguarding, tenancy compliance, prevention of harm and effective housing management.
	21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	<p>The Tenancy Strategy has been developed around the principles of fairness, accessibility, early intervention, tenancy sustainment and tenant-centred service delivery. Whilst no direct discrimination has been identified, the assessment recognises the potential for indirect disadvantage where housing services do not adequately consider individual circumstances, vulnerabilities, communication needs or protected characteristics.</p>		

To mitigate these risks, the Council will ensure that tenancy services are delivered in a way that is accessible, inclusive and responsive to the diverse needs of residents. Housing officers will be expected to consider equality impacts, vulnerabilities and individual circumstances as part of tenancy-related decision-making and service delivery. This will include making reasonable adjustments where required, providing information in accessible formats, offering interpretation and translation services, and maintaining non-digital routes to access services for residents who may be digitally excluded.

The strategy promotes early intervention and proactive tenancy sustainment approaches, ensuring that potential risks are identified and addressed before they escalate into tenancy failure, homelessness or enforcement action. Housing services will continue to work closely with safeguarding partners, health services, support agencies, domestic abuse services, community safety partners and voluntary sector organisations to ensure residents can access appropriate support tailored to their needs.

Staff will receive ongoing training to support awareness of equality, diversity, inclusion, safeguarding, vulnerability, trauma-informed practice and accessible communication. This will help ensure services are delivered consistently, respectfully and in accordance with the Equality Act 2010 and Public Sector Equality Duty.

The Council will continue to monitor complaints, tenant feedback, service performance and resident outcomes to identify any emerging equality issues. Learning from complaints, engagement activities, service reviews and regulatory requirements will be used to inform continuous improvement and ensure that housing services remain fair, proportionate and responsive to changing resident needs.

Through these measures, the Council will seek to promote equality of opportunity, eliminate discrimination, advance inclusion and ensure that all residents are able to access housing services, sustain their tenancies and

		live safely within their communities regardless of their protected characteristics or personal circumstances.		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	<p>Yes.</p> <p>Implementation will require:</p> <ul style="list-style-type: none"> • Staff training • Performance monitoring • Equality monitoring • Improved data quality • Accessible communication resources • Tenancy sustainment capacity • Partnership coordination • Safeguarding oversight • Complaints learning reviews <p>The service plan should include ongoing monitoring of equality impacts and continuous improvement activity.</p>

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Signed by completing officer	Paul Salter
Service Manager Sign off	Yvonne Anderson
Signed by Service Lead or Corporate Head of Service	Karen Thorburn



Housing Services Tenancy Management Strategy 2026-2029

“For many tenants, the start of a tenancy represents a significant life moment, often described as providing relief, stability and security. This strategy is designed to ensure that this experience is sustained throughout the tenancy.”

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Purpose and Tenant Promise

This **Tenancy Management Strategy** sets out how **Winchester City Council** will support tenants to live well in their homes and communities. It explains what tenants can expect from us as their landlord, how services will be delivered, and how we will work in partnership with residents to provide a service that is fair, consistent and focused on what matters most.

At its heart, this strategy is about people. It recognises that a home is not just a physical space, but the foundation for stability, wellbeing and independence. Our role is to support that foundation not just at the start of a tenancy, but throughout it.

The **Housing Services Team** supports tenants throughout their tenancy, ensuring they feel secure in their homes, confident in their landlord, and part of a well-managed and supportive community.

Tenants can expect support to remain in their homes, early help if circumstances change, and services that enable independence for as long as possible. You should feel safe in your neighbourhood, know who to contact, and have confidence that issues will be taken seriously and addressed appropriately.

We will achieve this by focusing on early support, listening to tenant needs, and taking responsibility for progressing issues to an appropriate outcome. Services will be delivered in partnership with tenants to build strong, respectful communities.

This strategy forms a key part of the council's responsibilities as a social landlord. It fulfils our duties under the **Localism Act 2011** and aligns with the expectations set out in the **Social Housing (Regulation) Act 2023** and the **Regulator of Social Housing's Consumer Standards 2024**.

Rather than sitting alongside our **Housing Strategy**, this document brings it to life by translating long-term ambitions into the everyday experience of tenants. It has been shaped with tenants alongside the **Tenant Partnership and Influence Plan**, ensuring it reflects real experiences and priorities: security, clarity, responsiveness and trust.

Regulatory Alignment

This strategy demonstrates how Winchester City Council meets the requirements of the Regulator of Social Housing's Consumer Standards.

Consumer Standard	How this strategy supports compliance
Tenancy Standard	Clear tenancy framework, tenancy sustainment focus, fair and transparent decision-making

Consumer Standard	How this strategy supports compliance
Transparency, Influence and Accountability Standard	Tenant co-production, clear communication commitments, accessible information, service standards and performance reporting
Neighbourhood and Community Standard	Anti-social behaviour management, neighbourhood management, local area working and partnership response
Safety and Quality Standard	Links to property services, safety responsibilities, risk management and support for safe homes and neighbourhoods

Compliance will be evidenced through service standards, performance monitoring, policy implementation, complaints learning, tenant feedback, governance arrangements and regular reporting to tenants and senior management.

This strategy does not replace operational policies or procedures. It sets the strategic direction for tenancy management and sits within a wider policy and procedure framework.

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Policy Framework

Policy or procedure	Role within tenancy management
Tenancy Policy (under review)	Sets out tenancy types, tenancy conditions, succession and tenancy management principles
Anti-Social Behaviour Policy	Sets out how reports of anti-social behaviour are managed
Tenant Partnership and Influence Plan	Sets out how tenants influence and shape housing services
Scheme of Allocations Framework	Sets out how housing is allocated fairly
Lettings Policy (under review)	Supports fair, consistent and effective lettings
Safeguarding Policies	Set out responsibilities for identifying and responding to safeguarding concerns
Vulnerability Policy (under review)	Supports consistent identification of vulnerability and tailored service responses
Tenancy Sustainment Procedures	Provide operational guidance for supporting tenants to maintain their tenancy
Tenancy Fraud Policy (under review)	Sets out how tenancy fraud is prevented, identified and investigated
Left in Occupation Policy (under review)	Sets out how cases are considered where someone remains in occupation following the end of a tenancy

Together, these ensure services are delivered consistently, fairly and in line with legal and regulatory requirements.

Local Context and Service Implications

Housing Services within Winchester are shaped by the evolving needs of residents and the wider pressures identified in the **Housing Strategy 2023–2028**. Understanding this local context is essential to ensuring that services are responsive, targeted and capable of supporting tenants effectively. Winchester is a desirable and high-demand housing area, but this brings a range of challenges that directly influence how tenancy services must be delivered.

Local pressure	What this means for tenancy management
A growing population, including a significant increase in residents aged 85 and over	Services must support independence, accessibility, safeguarding awareness and partnership working with health and care services
High house prices and ongoing affordability pressures	Tenancy sustainment, early money advice and prevention of tenancy breakdown are critical
Increasing demand for housing services and homelessness support	The service must focus on prevention, early intervention and effective use of housing stock
Greater complexity in tenant needs, including health, financial and social factors	Support must be personalised, flexible and joined up with other agencies
Rising demand for specialist and supported housing	Housing teams must understand vulnerability, adaptations, support needs and appropriate referral routes
Continued concerns relating to anti-social behaviour and community safety	Strong neighbourhood management, case ownership and partnership response are essential

As a result, the Housing Service must be increasingly proactive, flexible and responsive. Day-to-day practice will focus on helping tenants remain in their homes, identifying risk earlier, tailoring support, improving neighbourhood visibility and working closely with support services and other agencies.

Our Service Model

The Housing Services Team exists to support people to live well in their homes. This means not only ensuring that properties are well managed, but also that tenants feel secure, supported and able to sustain their tenancies over the long term.

The service is designed to be both preventative and responsive. It works to identify potential issues early, such as changes in circumstances, financial pressures or neighbourhood concerns, and to provide support before these develop into more serious problems. At the same time, where issues do arise, they will be addressed clearly, fairly and consistently.

This approach reflects the council’s wider priorities, particularly around preventing homelessness, supporting independence, and maintaining strong and sustainable communities. It also recognises the importance of fairness, transparency and accountability in building trust between tenants and their landlord.

How the service works

The Housing Services Team is structured to provide a clear, coordinated and supportive service from first contact through to ongoing tenancy management. Each role works together to ensure tenants receive the right support at the right time, with the Housing Officer acting as the main point of contact and retaining overall responsibility for case coordination.

Team or role	Main responsibilities
Housing Administration	Provides initial advice, supports access to services, logs enquiries and ensures they are directed to the appropriate team
Housing Assistants	Support tenancy start and end processes, including lettings and preparation of new tenancies
Housing Officers	Act as the main point of contact, undertake tenancy sign-ups, provide ongoing tenancy management, support sustainment, manage anti-social behaviour and neighbour nuisance, and coordinate responses to issues
Tenancy Sustainment Officers	Provide targeted support to tenants at risk of tenancy breakdown, including financial issues, access to services and wider support needs, working alongside Housing Officers to deliver early intervention
Income Officers	Support rent account management, prevent arrears and agree repayment arrangements, working with Housing Officers where financial issues impact tenancy sustainment
Sheltered and Extra Care Officers	Provide day-to-day support in sheltered and extra care settings, promoting independence, identifying concerns early and coordinating support for residents with additional needs
ASB Specialist Officers	Provide expert support for complex or high-risk anti-social behaviour cases, advising on enforcement, case management and partnership working
Area Housing Managers	Provide operational leadership, oversee service delivery and performance, and support complex or sensitive case management
Service Manager	Provides strategic oversight, governance and accountability, ensuring compliance, performance management and continuous service improvement

Named Housing Officer and Single Point of Contact model

Tenants will have a named Housing Officer who coordinates support, maintains oversight of their tenancy, and ensures issues are managed through to an appropriate outcome.

We recognise that tenants may contact the service in different ways and speak to different members of the team when reporting a concern or requesting support. You will not be expected to identify the correct service contact or navigate the service yourself.

Whoever you speak to will take responsibility for ensuring your enquiry is logged, understood and passed to your Housing Officer or the most appropriate member of the team.

This means you can contact us in the way that suits you, with confidence that your issue will be owned, understood and progressed appropriately. Your named Housing Officer will remain aware of your case and retain oversight, ensuring continuity, accountability and a consistent experience.

Where needed, tenants can request a review or escalation to ensure concerns are addressed appropriately and fairly.

Local area housing teams

Winchester City Council delivers tenancy services through a local, area-based housing model. Services are organised around neighbourhoods, enabling Housing Officers to develop a strong understanding of the communities they support.

This allows issues to be identified earlier, responses to be quicker, and relationships with tenants to be stronger and more consistent.

Area Housing Teams deliver core tenancy services with a focus on sustainment, prevention and neighbourhood management. This includes supporting tenants to remain in their homes, responding to anti-social behaviour, maintaining estate standards, and working with residents to improve their local area.

Delivering services locally strengthens accountability and trust, supports timely action, and ensures services reflect the needs of each community. It also helps build stronger neighbourhoods where tenants feel supported, informed and connected.

How to contact us

Tenants can access support through:

- **Housing Hub** - for general enquiries, reporting issues and accessing services
- **Housing Services email** - for non-urgent tenancy queries
- **Anti-Social Behaviour contact** - for reporting anti-social behaviour or seeking advice
- **Your named Housing Officer** - for ongoing tenancy support and case management
- **Council website** - for information, guidance and service updates

Contact details will be clearly available and regularly communicated, ensuring tenants know how and where to get support.

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Tenant Commitments and Service Standards

What tenants told us

Tenants told us that having a home is about much more than the property itself. It is about:

- Feeling safe and secure
- Having stability and peace of mind
- Being part of a community
- Knowing that support is there when needed
- Having clear and timely action when issues arise
- Being listened to and involved in shaping services
- Living in neighbourhoods that feel safe, clean and well managed

The principle

We recognise that being a landlord is about more than managing buildings. It is about supporting people to live well. A good housing service should provide not only a safe and secure home, but also the confidence and stability that allows individuals and families to thrive.

Our Housing Service is built around the full tenancy journey, recognising that needs and circumstances can change over time. We take a preventative and supportive approach, focused on helping tenants sustain their tenancies, addressing issues early, and maintaining safe and well-managed neighbourhoods.

Our commitment

We are committed to delivering a consistent and high-quality service. This means tenants can expect:

- To be treated with fairness, dignity and respect at all times
- To receive clear information about their tenancy, rights and responsibilities
- To know who to contact for support and advice
- To have issues owned and followed through to an appropriate outcome
- To receive support from the start of the tenancy through to its end
- To be listened to and involved in shaping services
- To receive clear, timely and proportionate action when issues arise
- To live in neighbourhoods that are actively managed to a good standard

Where circumstances change, we will work with tenants to help them remain in their home wherever possible. We will respond to issues such as anti-social behaviour with clear, timely and proportionate action, and we will continue to involve tenants in shaping services so that they reflect what matters most.

What this means in practice

To achieve this, the Housing Service will:

- Prioritise early intervention and prevention, reducing the risk of issues escalating
- Maintain clear accountability, ensuring responsibility for progressing issues is defined
- Deliver consistent services across all neighbourhoods
- Use tenant feedback, complaints learning and performance data to continuously improve service delivery
- Take a proactive approach to neighbourhood management, helping to ensure the places where tenants live are safe, clean and well cared for

Service standards

To ensure clarity and accountability, the Housing Service operates to defined service standards. These standards set out what tenants can expect and how performance will be measured.

Standard	Commitment
Initial response to high-risk anti-social behaviour reports	Within 1 working day

Standard	Commitment
Initial response to medium-risk anti-social behaviour reports	Within 3 working days
Initial response to standard anti-social behaviour reports	Within 5 working days
New tenancy visit	Within 6 weeks
Tenancy visits	Prioritised according to risk, tenancy stage and identified support needs
Stage 1 complaint response	Within 10 working days
Clear case ownership	Named officer assigned to every case

These standards will be monitored through performance reporting, case reviews, complaints learning, tenant feedback and management oversight.

Communication, Information and Accessibility

Clear and effective communication is central to a high-quality tenancy service. It builds trust, supports appropriate outcomes, and ensures tenants feel informed and supported.

Tenant feedback highlighted the importance of communication that is personal, easy to understand and responsive. Tenants told us that while digital services are helpful, they should not replace the ability to speak to someone or be seen in person when needed.

Our approach

Communication should be accessible, inclusive and easy to understand. Technology should enhance the service we provide but not replace the human connection that is essential to building trust and delivering support.

We will provide a range of ways for tenants to access services, including face-to-face appointments, telephone contact and online options. This ensures tenants can choose how they engage with the service, whether they prefer direct contact with their Housing Officer or the flexibility of online services.

Digital services will continue to be developed to improve access and efficiency. However, they will support, not replace, the personal service tenants value. Access to a member of staff will always be available, particularly where issues are complex or sensitive.

How we will communicate

We will provide information that is:

- Clear, accurate and easy to understand
- Accessible in a range of formats
- Delivered at key stages throughout the tenancy
- Tailored, wherever possible, to individual needs and preferences

We will communicate using a range of channels, including:

- Letters for formal communication and important tenancy information
- Email and text messages for timely updates and reminders
- Telephone and face-to-face contact where more direct or personal support is needed

- Council webpages as a central source of up-to-date information and guidance
- Newsletters and campaigns to share wider service updates, advice and opportunities to get involved

Where possible, we will use tenants' preferred method of contact, ensuring communication is accessible, inclusive and responsive.

What tenants can expect

Tenants can expect clear and consistent communication, a named point of contact, and confidence that issues will be managed through to an appropriate outcome.

Where an issue involves multiple services, the Housing Officer will coordinate the response, ensuring the tenant does not need to follow up separately with different teams. Where an outcome takes time, regular updates will be provided.

We are committed to building trust through openness and accountability. This includes demonstrating how tenant feedback leads to service improvements, sharing performance information, and ensuring all interactions are handled with professionalism, respect and confidentiality.

The Tenancy Journey

Your tenancy is not a single moment; it is a journey. From applying for housing, to moving in, living in your home, and eventually moving on, the Housing Service is here to support you at every stage.

Our role is to provide the right support at the right time. This means helping tenants settle in successfully, supporting tenancy sustainment, and working with tenants to explore options and prevent issues escalating.

Stage of tenancy	What tenants can expect	Key service response
Before moving in	Clear information about the property, tenancy and responsibilities	Lettings, tenancy preparation and sign-up arrangements
Start of tenancy	Support to understand the tenancy agreement, rights, responsibilities and available help	Housing Officer sign-up, new tenancy information and settling-in support
Early tenancy	Regular contact and early help to identify and respond to any issues	New tenancy visit within 6 weeks and early intervention where needed
During tenancy	Ongoing advice, tenancy sustainment support and neighbourhood management	Named Housing Officer, case ownership, ASB response and support referrals
Change in circumstances	Help to explore options and remain in the home wherever possible	Tailored support, partnership working and risk assessment
Moving on or ending a tenancy	Clear information, fair process and respectful communication	Practical guidance, tenancy ending support and appropriate advice

Our approach is built on prevention, early intervention and positive outcomes, ensuring tenants feel informed, supported and confident throughout their tenancy.

Tenancy Framework and Decision-Making

We are committed to making tenancy decisions that are fair, transparent and consistent, and that reflect both individual circumstances and the council's responsibilities as a social landlord.

Our approach is designed to ensure tenants understand their tenancy, how decisions are made, and what they can expect from us. It aligns with the requirements of the Social Housing (Regulation) Act 2023 and the Regulator of Social Housing's Consumer Standards, particularly in relation to fairness, accountability and supporting tenants to sustain their tenancies successfully.

Where decisions may result in a change to a tenancy, we will ensure appropriate support options are considered alongside any enforcement action.

Tenancy types

Introductory tenancies

Introductory tenancies are usually granted to all new tenants for an initial 12-month period. This provides a structured and supportive start to the tenancy, allowing both the tenant and the Council to ensure that the tenancy is sustainable.

During this period, we will:

- Provide clear information about tenancy rights and responsibilities
- Offer guidance and early support where needed
- Maintain regular contact to help identify and respond to any issues at an early stage

The focus is on helping tenants successfully transition into a long-term tenancy.

Secure tenancies

Secure tenancies are granted following a successful introductory period, or where tenants transfer from another Winchester City Council tenancy or from another registered housing provider. Secure tenancies provide long-term stability and security, as long as tenancy conditions are met.

This includes tenants transferring from other social housing providers who meet the criteria for a secure tenancy.

This reflects our commitment to providing settled homes and supporting tenants to build long-term stability and independence.

Fixed-term tenancies

Winchester City Council does not generally use fixed-term secure tenancies. Where fixed-term tenancies are used by Registered Providers, the council expects providers to ensure they are granted fairly, transparently and in a way that supports housing need, tenancy sustainment and the prevention of homelessness. Where fixed-term tenancies are used, Registered Providers should clearly set out:

- The length of the tenancy
- The reasons for granting the tenancy
- The circumstances in which a further tenancy may be offered
- The review and appeal arrangements available to tenants

Mutual exchange and transfers

We support tenants who wish to move home where this helps to meet their housing needs or sustain their tenancy.

Tenants may apply for a mutual exchange, allowing them to swap homes with another social housing tenant, subject to legal and policy requirements.

All applications for mutual exchange or transfer will be:

- Assessed fairly and consistently in line with legal and policy criteria
- Considered in relation to property suitability, tenancy conduct and housing need
- Managed in a way that supports tenancy sustainment and effective use of housing stock

Where appropriate, we will provide advice and support to help tenants explore their options and make informed decisions.

Succession - supporting continuity for households

Succession enables certain individuals to take over a tenancy when a tenant dies, in line with legal and policy requirements. We recognise that this can be a difficult and sensitive time.

All succession requests will be managed with empathy, clarity and fairness, in line with legal requirements and the council's Tenancy Policy.

Where succession is not possible, we will:

- Provide clear advice on available options
- Work with those affected to identify suitable alternative housing, including consideration under the Left in Occupation Policy where applicable
- Consider eligibility for rehousing support where individuals meet defined criteria, such as potential succession rights, vulnerability or housing need
- Offer appropriate support throughout the process

Assignments

In some circumstances, the Court may order the assignment of a tenancy between joint tenants. Where this applies, the Council will require a copy of the relevant Court order before any changes are made to the tenancy.

Secure tenants may also have the right to assign their tenancy, with the agreement of the Council, where:

- A succession of the tenancy has not previously taken place
- An assignment of the tenancy, other than through a mutual exchange or Court order, has not previously taken place
- The proposed assignee would be eligible for housing under the Council's Housing Allocations Policy and would be eligible to succeed to the tenancy if the tenant died

An assignment uses the statutory right of succession. A tenancy can only be succeeded to once. A tenant who became a tenant through succession cannot subsequently assign the tenancy under section 113, Part IV of the Housing Act 1985.

All assignment requests will be considered fairly, consistently and in line with legal requirements, the Council's Tenancy Policy and the need to support sustainable tenancies and effective use of housing stock.

Ending a tenancy - a clear, fair and supported process

Tenancies may end for a variety of reasons, including a tenant choosing to move, transferring to another property, or as a result of enforcement action.

We are committed to ensuring all tenancy endings are managed in a clear, fair, consistent and supportive way.

Where a tenancy is at risk, we will:

- Identify concerns at an early stage
- Provide appropriate and timely support
- Work with tenants to prevent tenancy breakdown wherever possible

Where a tenancy does end, we will ensure the process is clearly explained, handled sensitively, and managed with professionalism, respect and clear communication.

Tenancy fraud - protecting homes for those who need them

Tenancy fraud reduces the availability of homes for those in genuine need and undermines fairness within the housing system.

We take a proactive, proportionate and evidence-based approach to preventing and investigating tenancy fraud, in line with the council's Tenancy Fraud Policy. All cases will be:

- Assessed fairly and without assumption
- Investigated based on evidence
- Managed in line with legal, regulatory and council policy requirements

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How decisions are made

Decisions about tenancies, including tenancy progression, support arrangements or enforcement action, are made using a clear and consistent framework.

Decision-making factor	How it will be considered
Tenancy conduct and compliance	Whether tenancy conditions are being met and whether any concerns have been addressed fairly
Household circumstances and housing need	The tenant's current circumstances, household composition and housing need
Effective and fair use of housing stock	How decisions support fair access to limited social housing
Vulnerability, risk and support needs	Any vulnerabilities, safeguarding issues, health needs or support requirements
Tenancy sustainment	The overall aim of sustaining the tenancy wherever possible
Evidence and policy requirements	Decisions will be based on evidence and aligned with legal, regulatory and council policy requirements

Prevention, support and proportionality

Our approach to decision-making is rooted in prevention, support and proportionality. We recognise that decisions about tenancies can have a significant impact, and we are committed to ensuring they are fair, transparent and focused on achieving positive outcomes.

This means we will:

Principle	What this means
Prioritise early intervention	Identify issues at the earliest opportunity and work with tenants to explore options before issues escalate
Provide tailored support	Take account of individual circumstances and work with partners where needed to support tenancy sustainment
Communicate clearly and openly	Ensure tenants understand what is happening, why decisions are being made, and what options are available
Act fairly and proportionately	Ensure decisions are evidence-based, consistent and aligned with policy and regulatory expectations
Seek to sustain tenancies wherever possible	Avoid enforcement action, including eviction, unless all reasonable alternatives have been explored

This approach ensures decisions are not only consistent and compliant, but also supportive, person-centred and focused on sustaining tenancies wherever possible.

Rights, Reviews, Appeals and Complaints

We want tenants to feel confident that decisions about their tenancy are made fairly, and that they are fully informed and supported throughout the process.

Tenants have the right to:

- Request a review of tenancy-related decisions if they feel a decision is not right or would like it reconsidered
- Receive clear written explanations so they understand what decision has been made and why
- Access support or advocacy, including help from a friend, family member or support worker, if they need assistance in understanding or challenging a decision
- Make a complaint where they are dissatisfied with the service received

We will always ensure tenants are given the information they need in a way that is clear, accessible and easy to understand.

Reviews and appeals

If we make a decision about a tenancy, for example relating to tenancy progression, support arrangements or enforcement action, we will:

- Write to the tenant to explain the decision
- Clearly set out the reasons for it
- Explain what it means and what will happen next
- Explain how to request a review and the timescales for doing so

If a review is requested, we will ensure that:

- It is carried out by a senior officer who was not involved in the original decision
- All relevant information is considered, including any new information provided
- A clear written outcome is provided, explaining the result of the review

Our aim is to make the process straightforward, fair and easy to access, so tenants feel able to raise concerns and have them properly considered.

Fairness and transparency

All decisions will:

- Be based on evidence and relevant information
- Take account of personal circumstances, including vulnerabilities or support needs
- Be applied consistently in line with policy and legal requirements
- Be clearly explained so tenants understand how the decision has been reached

Where appropriate, we will also work with tenants to identify support or alternative options, particularly where a decision may have a significant impact on their tenancy.

Complaints

Where a tenant is dissatisfied with the service they have received, they can make a complaint through the council's complaints process.

Complaints will be managed in line with the council's complaints policy and the Housing Ombudsman Complaint Handling Code. Learning from complaints will be used to improve services, strengthen accountability and support continuous improvement.

Equality, Accessibility and Vulnerability

We are committed to ensuring housing services are fair, inclusive and accessible to all tenants, regardless of background or circumstance. We recognise that every tenant's situation is different, and our services are designed to respond to those differences in a way that is respectful, consistent and supportive.

We will take account of protected characteristics and ensure compliance with the Public Sector Equality Duty. This means considering how our services impact different groups and taking steps to remove barriers to access and participation.

We will provide reasonable adjustments to ensure services are accessible to all tenants. This includes offering information in alternative formats, adapting communication methods where needed, and providing tailored support to meet individual needs.

We recognise that some tenants may require additional support due to vulnerability, including health, financial or social circumstances. Where this is the case, services will be flexible and responsive, ensuring support is proportionate, appropriate and focused on sustaining the tenancy.

This approach will be supported by the council's Vulnerability Policy, Safeguarding Policies and relevant operational procedures.

Risk, Safeguarding and Partnership Working

We recognise that some tenancy situations involve higher levels of risk and require a coordinated and timely response. This includes circumstances where there are safeguarding concerns, serious anti-social behaviour, domestic abuse or a risk of tenancy breakdown.

We will assess risk at an early stage and take appropriate action to escalate cases where necessary. This ensures that issues are managed proactively, with the right level of oversight and intervention.

Where required, we will work in partnership with other agencies, including social care, health services, police and support providers, to provide a coordinated response. This approach ensures tenants receive the support they need and that risks are managed effectively.

Safeguarding responsibilities are embedded across all tenancy services. Staff are expected to identify, respond to and escalate safeguarding concerns in line with council procedures, ensuring tenants are protected and supported.

Risk and safeguarding oversight will be supported through case management, escalation routes, management review, multi-agency working and clear governance arrangements.

Performance, Accountability and Assurance

We are committed to delivering a Housing Service that is transparent, accountable and continuously improving.

Performance will be measured using a combination of Tenant Satisfaction Measures and locally defined Key Performance Indicators, providing a clear and balanced view of service delivery and tenant outcomes.

Key performance indicators will include:

- Tenancy sustainment rates
- Anti-social behaviour case response and outcome times
- Tenant satisfaction levels
- Complaint handling performance
- New tenancy visit completion rates
- Case ownership and escalation monitoring
- Tenant feedback and engagement outcomes

These measures enable the service to monitor effectiveness, identify areas for improvement, and ensure consistent standards are maintained.

Assurance cycle

Stage	What this means
Measure	Collect performance data, tenant feedback, complaints learning and service standard information
Review	Analyse performance through management oversight, case reviews and governance arrangements
Report	Share performance with senior management and tenants in a clear and accessible format
Improve	Use evidence to strengthen services, update procedures, train staff and respond to tenant priorities

Performance will be reviewed regularly and reported to both senior management and tenants in a clear and accessible format. This supports transparency and ensures tenants can see how the service is performing and where improvements are being made.

Service managers are accountable for performance within their areas, supported by clear reporting, oversight and governance arrangements.

Continuous improvement will be driven by performance data, tenant feedback, complaints, learning from casework and regulatory requirements, ensuring the service remains responsive, effective and focused on delivering positive outcomes for tenants.

A copy of this strategy will be available on the Council’s website and made available on request at the Council Offices for inspection. A paper copy can be provided for a small charge.

If you would like more information on the Tenancy Strategy, please contact Housing Services.

Monitoring & Review

We are aware that many registered providers have already published their own tenancy policies. We ask that they review these in light of the Winchester Tenancy Strategy to ensure, so wherever possible, their policies do not contradict our strategy.

The Council in conjunction with various existing groups such as Hampshire Home Choice, will monitor the Tenancy Strategy and review and update it as required.

We ask that Registered Providers review their tenancy policies in light of the Winchester Tenancy Strategy and, wherever possible, ensure their policies align with the principles set out within it.

Version controls:

Version	Category	Trigger	Next review	Policy Owner	Date
1.0	Regulatory	New	01 March 2029	Housing Services Manager	01 March 2026

If you require this document in another format or language, please contact the Housing Service by emailing policy@winchester.gov.uk or calling **01962 848 400**.



Winchester City Council

Equality Impact Assessment (EqIA)

Section 1 - Data Checklist

Page 1 of 10

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

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

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?		Complaints learning, tenant feedback, consultation responses and operational case reviews informed the strategy. Feedback consistently highlighted concerns around communication, anti-social behaviour, accessibility, delays in support, neighbourhood safety, and inconsistent service experiences.
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	Consultation included Housing Officers, Income Officers, ASB Officers, Tenancy Sustainment Officers, Sheltered and Extra Care staff, Housing Managers, safeguarding leads and wider housing services. Operational learning informed the strategy's emphasis on early intervention, case ownership, partnership working and tenancy sustainment.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	Yes	Consultation identified concerns relating to digital exclusion, accessibility of services, language barriers, mental health support, domestic abuse, affordability pressures, safeguarding, support for vulnerable tenants and the need for respectful and transparent communication.

		Yes/No	Please provide details
4	Do you have any concerns regarding the implementation of this policy or project? <i>(i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	Yes	Risks include inconsistent application of tenancy approaches, insufficient recognition of vulnerability, barriers caused by inaccessible communication, disproportionate enforcement action, inconsistent partnership working and insufficient early intervention.
5	Does any accessible data regarding the area which your work will address identify any areas of concern or potential problems which may impact on your policy or project?	Yes	Local housing data demonstrates rising affordability pressures, increasing homelessness risk, significant housing demand, growing mental health concerns, an ageing population and increasing complexity of support needs. These pressures may disproportionately affect vulnerable households and protected groups.
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	Existing operational work in tenancy management, ASB, homelessness prevention, safeguarding, tenancy sustainment, domestic abuse and complaints handling demonstrates the importance of accessible communication, proportionality, documented decision-making and early support interventions.
Page 71	Are there any other issues that you think will be relevant?	Yes	The strategy must balance tenancy enforcement, safeguarding, tenancy sustainment, equality duties, homelessness prevention, housing demand management and neighbourhood safety while ensuring fairness and proportionality in decision-making.

Section 2 - Your EqIA form

Directorate: Housing	Your Service Area: Housing Services	Team: Housing Services (Tenancy, ASB, Sheltered and Extra Care)	Officer responsible for this assessment: Laura Doyle	Date of assessment: January 2026 (finalised May 2026)
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Question	Please provide details
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1	What is the name of the policy or project that is being assessed?	
2	Is this a new or existing policy?	
3	Briefly describe the aim and purpose of this work.	
4	What are the associated objectives of this work?	
5	Who is intended to benefit from this work and in what way?	
6	What are the outcomes sought from this work?	
7	What factors/forces could contribute or detract from the outcomes?	
8	Who are the key individuals and organisations responsible for the implementation of this work?	
9	Who implements the policy or project and who or what is responsible for it?	

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		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	
10b	What existing evidence (either presumed or otherwise) do you have for this?			
11a	Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?	Y	N	
11b	What existing evidence (either presumed or otherwise) do you have for this?			
12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> 	Y	N	

	<ul style="list-style-type: none"> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 			
12b	What existing evidence (either presumed or otherwise) do you have for this?			
13a	Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?	Y	N	
13b	What existing evidence (either presumed or otherwise) do you have for this?			
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	
14b	What existing evidence (either presumed or otherwise) do you have for this?			
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	
15b	What existing evidence (either presumed or otherwise) do you have for this?			
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	
16b	What existing evidence (either presumed or otherwise) do you have for this?			
17a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	
17b	What existing evidence (either presumed or otherwise) do you have for this?			

18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	
18b	What existing evidence (either presumed or otherwise) do you have for this?			

19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N	
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?			
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	

Signed by completing officer	Paul Salter
Service Manager Sign off	Laura Doyle

Signed by Service Lead or Corporate Head of Service	Yvonne Anderson
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Housing Policy Co-Creation Group Session Summary – Tenancy Management Strategy

Policy Co-Creation Group

Tenancy Services Strategy – Session 1

Date: Thursday 19th March 2026, 6pm-8pm The Boardroom, Winchester City Council Offices

Attendees: Tenant representatives (4), Charlotte Bailey (Tenant Partnership Manager), Stella Thurston (Tenant Partnership Officer)

Purpose: To begin co-producing the Tenancy Services Strategy by defining the purpose of the service, tenant experience, expectations, and core principles.

1. Purpose of the Tenancy Service

Participants were asked:

“Why does the council provide a tenancy service?”

Key themes identified:

- To enable people to live in safe and quality homes
- To prevent crisis
- To sustain tenancies
- To protect and support tenants and their families
- To prevent homelessness
- To provide a fair and transparent service
- To provide a framework to measure and monitor housing performance
- To enhance tenant and community wellbeing and pride
- To protect neighbourhoods and a sense of community
- To support independence

Key insight:

The tenancy service is understood not just as a management function, but as a preventative, supportive and community-focused service.

2. Tenant Experience – “What Should It Feel Like?”

Participants described both emotional and practical expectations.

Core expectations:

- Being treated fairly and with respect
- Clear understanding of responsibilities (both tenant and council)
- A sense of **relief, security and stability**, particularly after a period of uncertainty
- A positive emotional experience at tenancy start (described as “euphoria” when receiving keys)

Communication and Relationships

Strong preference for:

- A **single point of contact**, with:
 - Flexibility to change/escalate if the relationship breaks down
- A **“first fix” approach**, where:

- The first officer contacted takes ownership of the issue
- Tenants are not passed between officers
- If the officer cannot resolve the issue directly, they take responsibility for finding the answer

Summarised expectation:

Tenants should feel confident that they know who to contact, and that whoever they contact will take ownership and resolve the issue.

Building Trust

Trust is strengthened by:

- Feedback on service performance
- Clear demonstration of how tenant feedback leads to service improvement
- Respect for confidentiality

Communication Channels

- Face-to-face contact remains important and should not be removed
- Telephone contact is acceptable and often sufficient
- Digital services are supported, but:

Technology should enhance the service, not dictate it

- The council should remain responsive to technological change without losing a human-centred approach

3. Living Comfortably in a Tenancy

Participants identified the following as key to sustaining tenancies:

Practical support:

- Adaptations to homes where tenants become disabled
- Inclusive services that respond to changing needs

Community safety:

- Clear and visible action on antisocial behaviour (ASB)
- Rapid response times
- Clear communication and outcomes following reports
- Positive resolution of issues

Inclusion and Accessibility

- Services should adapt to meet the needs of **isolated tenants**, particularly in rural areas
- Home visits should be offered where appropriate, rather than requiring travel to central offices

Understanding Tenant Needs

- The council should demonstrate awareness and responsiveness to individual circumstances
- Support may include:
 - Helping build tolerance and understanding between neighbours
 - Recognising cultural differences

Community Reassurance

- Greater transparency is requested regarding how communities are safeguarded, particularly when housing perpetrators or ex-offenders
- This was identified as important for reassurance and trust

4. Support vs Enforcement

Participants strongly supported a **tiered approach**:

Preferred model:

Support-led → Balanced → Enforcement-led

This approach was well received and considered appropriate.

Application of the Model

Participants emphasised that the approach should depend on the situation:

Examples:

- **Tenancy fraud:**
 - Fact-finding first
 - Followed by swift and clear enforcement
- **Rent arrears:**
 - May indicate vulnerability or change in circumstances
 - Requires a supportive approach initially
 - All support options should be explored before enforcement

Expectations for Enforcement

- Clear and transparent communication about consequences
- Tenants should understand what actions may follow non-compliance
- Once warnings have been issued and not adhered to:
 - Enforcement should be applied **swiftly**

Principles of Good Practice

- Proportionate and consistent application of consequences
- No assumptions should be made
- Officers should avoid jumping to conclusions
- Early, balanced intervention to prevent escalation

5. Emerging Principles for the Strategy

Based on discussions, the following principles were identified:

1. Enable people to live in safe and quality homes
2. Provide a framework to measure and monitor performance
3. Ensure tenants are treated fairly and with respect
4. Maintain clear understanding of responsibilities (tenant and council)

5. Provide a single point of contact, with flexibility to escalate or change
6. Ensure tenants feel confident in who to contact and that issues will be owned and resolved
7. Take visible and timely action on antisocial behaviour, with clear outcomes
8. Operate a support-first approach, moving to balanced and then enforcement-led where necessary

6. Key Takeaways for Strategy Development

This session highlighted that the Tenancy Services Strategy should:

- Be grounded in **tenant experience and outcomes**, not just process
- Clearly articulate a **support-first philosophy**
- Define expectations for **communication, ownership and accountability**
- Balance **human interaction with appropriate use of technology**
- Demonstrate how the service:
 - Prevents crisis
 - Sustains tenancies

Appendix 6 Registered Providers and Support Organisations Consultation Analysis –
Tenancy Strategy

Registered Providers & Support Organisations Consultation Analysis

Consultation Overview

Although the consultation was distributed to all Registered Providers (RPs), Housing Associations and support organisations operating within the Winchester district, only two formal responses were received:

- VIVID
- NFS Mediation

Whilst the response rate was limited, the feedback received was detailed, operationally informed and highly valuable. Both organisations provided strong insight into:

- tenancy sustainment pressures;
- affordability challenges;
- mental health and vulnerability;
- partnership working;
- ASB and neighbour disputes;
- early intervention;
- and gaps within the current draft strategy.

Importantly, both responses broadly reinforced many of the themes emerging from the resident consultation, particularly around:

- affordability;
- mental health;
- support needs;
- prevention and early intervention;
- communication and partnership working; and
- neighbourhood and community safety.

This consistency strengthens the overall evidence base informing the Tenancy Strategy.

Key Themes Emerging from Registered Provider & Support Organisation Responses

Strategic Theme	Key Findings from Organisations	Strategic Implications
Affordability & Cost of Living	Both organisations identified affordability pressures, rising rents, service charges and wider cost-of-living pressures as major tenancy sustainment risks.	The strategy should place greater emphasis on affordability, financial inclusion and preventative support.
Mental Health & Vulnerability	Both organisations highlighted increasing levels of tenant vulnerability and mental health needs.	Stronger references to trauma-informed approaches, mental health pathways and integrated support are required.
Early Intervention	Early intervention was consistently identified as one of the most effective tenancy sustainment approaches.	The strategy should strengthen proactive tenancy support and earlier referral arrangements.
Partnership Working	Both responses highlighted the importance of coordinated multi-agency working.	The strategy should include clearer partnership and referral frameworks.
Independent Support & Mediation	NFS strongly emphasised the value of independent mediation and impartial support services.	The strategy should recognise the role of independent support providers within tenancy sustainment and ASB resolution.
Anti-Social Behaviour & Neighbour Disputes	ASB and low-level disputes remain key tenancy management pressures.	The strategy should strengthen neighbourhood management and mediation pathways.
Housing Supply Pressures	Organisations highlighted lack of larger homes, lack of smaller homes and suitability challenges.	The strategy should better reference mobility, rightsizing and stock utilisation.
Communication & Information Sharing	More coordinated communication and stronger operational links between services were requested.	The strategy should improve partnership communication expectations and governance arrangements.
Fixed-Term Tenancies	VIVID reported that fixed-term tenancies were discontinued due to poor outcomes.	The strategy should carefully consider the operational effectiveness and intended outcomes of tenancy types.
Support Pathways	Organisations highlighted the importance of practical, person-centred support rather than enforcement-led responses.	The strategy should reinforce prevention, sustainment and holistic support models.

Key Organisational Findings

VIVID

Main Themes Raised

- Affordability pressures;
- High rents and service charges;
- Mental health and support needs;
- Domestic abuse;
- Temporary accommodation pressures;
- ASB;
- Housing mobility limitations;
- Lack of larger and smaller homes.

Significant Operational Insight

VIVID advised that fixed-term tenancies had previously been introduced but were discontinued approximately three years ago because they were not delivering the intended outcomes.

This is a significant operational insight and suggests caution regarding reliance on fixed-term tenancy models within the strategy.

Suggested Strategy Improvements

VIVID identified several gaps within the draft strategy, including:

- affordability;
- assured shorthold tenancies;
- mobility and rightsizing;
- and cross-boundary moves relating to domestic abuse.

Partnership Feedback

VIVID reported strong partnership working with Community Safety and Housing but identified opportunities to improve coordination with:

- Adult Social Care; and
- mental health services.

NFS Mediation

Main Themes Raised

- Independent mediation;
- vulnerability;
- neighbour disputes;
- mental health;
- early intervention;
- communication challenges;
- tenancy sustainment;
- and homelessness prevention.

Significant Operational Insight

NFS highlighted that independent mediation services are often more effective because tenants perceive them as impartial and are therefore more willing to:

- engage;
- communicate openly;
- consider difficult options; and
- resolve disputes constructively.

This is particularly relevant for:

- ASB;
- neighbour disputes;
- tenancy breakdown prevention; and
- homelessness prevention activity.

Key Risks Identified

NFS identified that referrals are sometimes made too late, after disputes have escalated significantly.

This strongly reinforces the need for:

- earlier intervention;
- proactive referral pathways; and
- preventative tenancy management.

Suggested Strategy Improvements

NFS requested:

- stronger operational partnership working;
- earlier referrals;
- increased awareness of support services amongst housing teams;
- and more structured collaboration arrangements.

NFS also noted that they had not received the draft strategy document itself, limiting their ability to fully comment on the draft proposals.

Cross-Cutting Strategic Findings

Despite the limited number of responses, several themes were remarkably consistent across both organisational responses and resident consultation feedback:

Shared Theme Across Residents & Organisations Evidence

Affordability pressures are worsening	Both organisations and residents identified cost of living and affordability as major tenancy risks.
Mental health support is increasingly important	Vulnerability and wellbeing concerns featured heavily throughout responses.
Prevention and early intervention are critical	Early support was consistently identified as the most effective approach.
Communication and partnership working need strengthening	Residents and organisations both highlighted coordination and communication challenges.

Tenancy sustainment requires holistic support	Responses consistently reinforced that housing issues are linked to wider wellbeing and support needs.
Neighbourhood management and ASB remain major concerns	Both residents and organisations highlighted ASB, disputes and community safety pressures.

Strategic Implications for the Tenancy Strategy

The Registered Provider and support organisation consultation findings suggest the Tenancy Strategy should:

- Strengthen affordability and financial inclusion commitments;
- Embed prevention and early intervention approaches;
- Improve partnership working and referral pathways;
- Recognise the importance of independent mediation and support services;
- Strengthen mental health and vulnerability support arrangements;
- Expand references to mobility, rightsizing and stock utilisation;
- Improve neighbourhood management and ASB response approaches;
- Introduce clearer partnership governance and communication arrangements; and
- Further develop tenancy sustainment and holistic support pathways.

The findings also support development of:

- a Partnership & Referral Framework;
- a Tenancy Sustainment Model;
- an Early Intervention Protocol;
- a Vulnerable Resident Support Pathway; and
- stronger partnership engagement arrangements with Registered Providers and support agencies.

Key Limitation of the Consultation

The relatively low response rate from Registered Providers and support organisations should be acknowledged within the consultation analysis.

However, the detailed and operational nature of the responses received still provides valuable strategic insight and importantly aligns closely with the wider resident consultation findings, strengthening confidence in the emerging strategic themes.

Future consultation exercises may benefit from:

- earlier engagement with partners;
- targeted workshops or roundtables;
- follow-up interviews;
- and more collaborative consultation approaches with Registered Providers and support organisations.

Source material taken from Registered Provider and support organisation consultation responses.

Appendix 7 Tenancy Strategy Consultation Results and Narrative Report

RESIDENT CONSULTATION ANALYSIS AND NARRATIVE SUMMARY

TENANCY STRATEGY 2026–2031 AND HOUSING SERVICES TENANCY MANAGEMENT STRATEGY 2026–2029

Introduction

Winchester City Council undertook a resident consultation exercise to inform the development of the Tenancy Strategy 2026–2031 and Housing Services Tenancy Management Strategy 2026–2029.

A total of 200 responses were received from residents across the district. The consultation sought views on housing security, tenancy sustainment, support services, neighbourhood management, communication, community safety and tenant involvement.

The findings provide a strong evidence base for both strategies and demonstrate a clear mandate for a preventative, resident-focused and tenancy sustainment-led approach to housing services.

Key Findings

The consultation identified six recurring strategic themes:

- Housing security and tenancy stability
- Early intervention and tenancy sustainment
- Affordability and financial resilience
- Community safety and anti-social behaviour
- Communication and customer experience
- Resident involvement and co-production

Together these themes support a strategic shift away from a narrow focus on tenancy administration and towards a broader tenancy sustainment model that supports residents to maintain successful tenancies and remain safely housed.

Housing Security and Tenancy Stability

Long-term housing stability emerged as one of the strongest themes throughout the consultation.

70 % of respondents identified stable tenancy arrangements as one of the most important factors in helping people feel secure and supported within their home. Residents consistently highlighted the importance of:

- Long-term housing security
- Stability for families
- Confidence in remaining within their community
- Prevention of unnecessary tenancy disruption
- Support during periods of financial or personal difficulty

The findings reinforce the importance of secure tenancies as the council's preferred tenancy model and support the strategy's focus on tenancy sustainment and homelessness prevention.

Early Intervention and Tenancy Sustainment

Residents repeatedly emphasised the importance of early support when difficulties arise. Open text responses demonstrated strong support for:

- Early identification of tenancy risks
- Timely intervention
- Practical advice and guidance
- Support before problems escalate into crisis
- Coordinated responses between services

Respondents highlighted that many tenancy problems arise gradually and could be prevented through earlier engagement and more proactive support.

These findings directly support the strategy's emphasis on prevention, tenancy sustainment and early intervention.

Affordability and Financial Inclusion

Affordability was one of the most significant issues raised by residents. Key findings included:

- 58% of respondents identified financial or budgeting support as important in helping people maintain their tenancy.
- 46.5% identified welfare and benefits advice as an important support service.
- Residents frequently referenced rising living costs and financial pressures.

The consultation demonstrates that affordability pressures remain a significant tenancy sustainment risk and supports the strategy's commitment to financial inclusion, income maximisation and targeted support for residents experiencing financial hardship.

Support for Vulnerable Residents

The consultation demonstrated strong support for tailored support services. The most frequently selected support needs were:

- Support for older people (65%)
- Financial and budgeting support (58%)
- Anti-social behaviour support (48.5%)
- Welfare and benefits advice (46.5%)
- Mental health support (38%)
- Domestic abuse support (29.5%)

Residents also highlighted the need for housing services to recognise vulnerability, understand individual circumstances and provide person-centred support.

These findings support the strategy's focus on safeguarding, vulnerability, equality and tailored service delivery.

Community Safety and Neighbourhood Management

Community safety emerged as a significant priority. Residents consistently identified the following as essential characteristics of successful neighbourhoods:

- Feeling safe within their local area
- Respectful neighbours
- Prompt action on anti-social behaviour
- Well-maintained neighbourhoods
- Strong community relationships

Almost half of respondents identified support with anti-social behaviour as a key service requirement.

Open-text feedback demonstrated a clear expectation that housing providers should take visible and proportionate action to address neighbourhood issues and anti-social behaviour.

These findings have informed the strategy's stronger emphasis on neighbourhood management, community safety and partnership working.

Communication and Customer Experience

Communication was identified as one of the most important service expectations. The consultation revealed strong demand for:

- Clear communication
- Timely responses
- Consistent information
- Respectful treatment
- Ownership of issues
- Keeping residents informed about progress

Residents frequently linked good communication with trust and confidence in housing services.

Many respondents highlighted the importance of having a named officer, clear points of contact and confidence that issues would be followed through to resolution.

These findings directly informed the service commitments and communication standards contained within the Housing Services Tenancy Management Strategy.

Resident Involvement and Co-Production

The consultation identified strong support for greater resident involvement in shaping housing services. Key findings included:

- 64% of respondents felt tenants should have greater involvement in decision-making.

- Only 4.5% opposed increased tenant involvement.
- 31.5% were unsure but expressed interest in appropriate opportunities to engage.

Residents expressed a preference for a range of engagement methods, including:

- Online surveys and digital engagement
- Estate inspections and walkabouts
- Community meetings
- Focus groups and resident panels
- Informal drop-in sessions
- Direct engagement with officers

The findings demonstrate support for the council's Tenant Partnership and Influence Plan and reinforce the importance of co-production and resident voice within service delivery.

Strategic Implications

The consultation demonstrates that residents want housing services that are:

- Preventative rather than reactive
- Supportive rather than enforcement-led
- Clear, fair and transparent
- Responsive to individual circumstances
- Focused on sustaining successful tenancies
- Delivered in partnership with residents

The findings support the strategic direction of both the Tenancy Strategy 2026–2031 and the Housing Services Tenancy Management Strategy 2026–2029.

Conclusion

The consultation provides a robust evidence base demonstrating that residents place high value on housing stability, tenancy sustainment, affordability support, community safety, effective communication and meaningful involvement in decision-making.

The findings have directly informed the development of both strategies and support Winchester City Council's commitment to delivering fair, transparent, accountable and resident-focused housing services.

The consultation demonstrates a clear resident mandate for a preventative and tenancy sustainment-led approach that supports people to remain safely housed, promotes community wellbeing and contributes to the council's wider housing and homelessness prevention objectives.

Appendix 8 Tenancy Strategy – Policy on a Page

POLICY ON A PAGE

TENANCY STRATEGY 2026–2031

Introduction

Everyone deserves a safe, secure and sustainable home.

This strategy explains how Winchester City Council and housing providers across the district will support residents to establish and maintain successful tenancies.

It sets out our expectations for tenancy management, tenancy sustainment and housing stability, helping people remain safely housed while making the best use of available social housing.

Our Vision

We will work with residents, Registered Providers and partner organisations to support stable homes, prevent homelessness and build strong communities.

We are committed to:

- Supporting successful tenancies
- Preventing homelessness and tenancy breakdown
- Providing fair and transparent services
- Responding to vulnerability and support needs
- Working in partnership to achieve positive outcomes
- Making best use of social housing

What This Strategy Supports

This strategy promotes:

Stable and Sustainable Tenancies

- Long-term housing security
- Early support and intervention
- Positive tenancy management
- Resident wellbeing and independence

Strong Communities

- Safe neighbourhoods
- Good housing management
- Community wellbeing
- Neighbourhood pride and belonging

Fair Housing Services

- Clear communication
- Accessible services
- Tenant-centred decision making
- Equality, diversity and inclusion

Working Together

Residents

You can help by:

- Looking after your home
- Being a good neighbour
- Reporting issues early
- Engaging with support services when needed

We Will

- Treat residents fairly and respectfully
- Listen to concerns and feedback
- Provide support before problems escalate
- Communicate clearly and openly
- Work with partners to achieve positive outcomes

Partner Organisations

Including Registered Providers, support agencies, health services and community organisations:

- Provide specialist support
- Help prevent homelessness
- Support vulnerable residents
- Work together to sustain tenancies

Our Strategic Priorities

Prevent Homelessness

We will:

- Identify risks early
- Provide tenancy sustainment support
- Support residents experiencing financial hardship
- Promote early intervention and prevention

Support Vulnerable Residents

We will:

- Recognise changing support needs
- Take a person-centred approach
- Promote safeguarding and wellbeing
- Work with specialist agencies where required

Deliver Tenant-Centred Services

We will:

- Communicate clearly
- Offer accessible services
- Make reasonable adjustments
- Involve residents in service improvement

Strategic Priority	Outcome
Prevention	Early intervention and tenancy sustainment
Support	Tailored help for vulnerable residents
Partnership	Coordinated multi-agency working
Stability	Safe and secure homes
Communities	Strong, sustainable neighbourhoods
Housing Management	Effective use of social housing stock

Tenancy Types

Different tenancy arrangements may be used depending on housing need and circumstances.

Secure Tenancies

Provide long-term housing stability and remain the council's preferred tenancy type for general needs housing.

Introductory Tenancies

Usually granted to new tenants for an initial 12-month period before progressing to a secure tenancy.

Flexible or Fixed-Term Tenancies

May be used where appropriate and should normally be granted for a minimum of five years.

Older Persons and Supported Housing

Long-term tenancy arrangements are encouraged to support stability, independence and wellbeing.

Making Best Use of Social Housing

Social housing is a valuable and limited resource.

We will:

- Support fair access to housing
- Encourage appropriate housing moves
- Promote downsizing and mobility opportunities
- Respond to changing housing needs
- Balance housing security with local housing demand

How We Measure Success

We will monitor:

- Tenancy sustainment rates
- Homelessness prevention outcomes
- Resident satisfaction and feedback
- Community wellbeing
- Partnership effectiveness
- Housing mobility and stock utilisation

Resident feedback, performance information and partnership learning will help shape future improvements.

Our Commitment

We are committed to delivering housing services that are:

- Fair
- Accessible
- Responsive
- Preventative

- Accountable
- Resident-focused

By working together, we can help ensure that everyone has the opportunity to live in a safe, secure and sustainable home and be part of a strong and thriving community.

POLICY ON A PAGE TENANCY MANAGEMENT STRATEGY 2026–2029

Introduction

A safe, secure and sustainable home provides the foundation for stability, wellbeing and independence. This strategy explains how Winchester City Council will support tenants throughout their tenancy journey, from moving into a home through to sustaining a successful tenancy and, where appropriate, moving on. It sets out what tenants can expect from us, how services will be delivered, and how we will work together to build safe, well-managed and thriving communities.

Our Tenant Promise

We are committed to delivering housing services that are:

- Fair and respectful
- Accessible and responsive
- Consistent and accountable
- Preventative and supportive
- Tenant-focused and transparent

We will help tenants remain in their homes wherever possible, provide support when circumstances change, and ensure issues are managed through to an appropriate outcome.

Our Approach

We will:

Support Successful Tenancies

- Provide early intervention and support
- Help prevent tenancy breakdown
- Promote independence and wellbeing
- Respond to changing circumstances

Build Strong Communities

- Maintain safe neighbourhoods
- Respond to anti-social behaviour
- Support neighbourhood pride
- Work with residents and partners

Deliver Excellent Services

- Provide clear communication
- Ensure clear case ownership
- Listen and respond to feedback
- Continuously improve services

What Tenants Can Expect

We will:

- Treat you with dignity, fairness and respect
- Provide clear information and advice
- Give you a named Housing Officer
- Keep you informed about your case
- Take appropriate action when issues arise
- Support you throughout your tenancy

You should always know who to contact and feel confident that your concerns will be taken seriously.

Priority	Outcome
Support	Early intervention and tenancy sustainment
Accountability	Named Housing Officer and case ownership
Communication	Clear, accessible and responsive services
Neighbourhoods	Safe, well-managed communities
Partnership	Joined-up support and safeguarding
Performance	Transparent reporting and continuous improvement

Working Together

Tenants

You can help by:

- Looking after your home
- Paying rent and meeting tenancy responsibilities
- Being considerate to neighbours
- Reporting concerns early
- Working with us to resolve issues

We Will

- Listen and act on concerns
- Provide support and guidance
- Manage neighbourhood issues
- Coordinate services on your behalf
- Work to achieve positive outcomes

Partners

Including support agencies, health services, police and community organisations:

- Provide specialist support
- Help manage risk and safeguarding concerns
- Support tenancy sustainment
- Work with us to keep communities safe

Your Tenancy Journey

Before You Move In

- Clear information about your tenancy
- Help understanding your rights and responsibilities

Starting Your Tenancy

- Tenancy sign-up with your Housing Officer
- Advice and settling-in support

Living in Your Home

- Ongoing tenancy support
- Neighbourhood management
- Advice and guidance when needed

When Circumstances Change

- Early intervention and tailored support
- Partnership working and referrals
- Help to remain in your home where possible

Moving On

- Clear information and guidance
- Fair and supportive tenancy ending processes

Service Standards

Service

High-risk ASB reports

Medium-risk ASB reports

Standard-risk ASB reports

New tenancy visit

Complaint response (Stage 1)

Case ownership

Performance against these standards will be monitored and reported.

Our Commitment

Within 1 working day

Within 3 working days

Within 5 working days

Within 6 weeks

Within 10 working days

Named officer assigned

How We Make Decisions

Our decisions are based on:

- Evidence and facts
- Fairness and consistency
- Individual circumstances
- Housing need
- Vulnerability and support requirements
- Effective use of housing stock
- Tenancy sustainment wherever possible

We will always seek to explain decisions clearly and provide information about reviews, appeals and complaints.

Prevention, Support and Safeguarding

We believe prevention is better than crisis management.

We will:

- Identify issues early
- Provide tailored support

- Consider vulnerability and wellbeing
- Work with specialist agencies
- Assess and manage risks appropriately
- Prioritise safeguarding

Where possible, we will work with tenants to sustain tenancies and avoid enforcement action.

Communication and Accessibility

We will communicate in ways that are:

- Clear and easy to understand
- Accessible and inclusive
- Responsive to individual needs
- Available through a range of channels

You can contact us:

- Through the Housing Hub
- By email
- Via your Housing Officer
- Through our website
- By telephone or in person

Technology will support our services but will never replace personal contact when it is needed.

Measuring Success

We will monitor:

- Tenancy sustainment rates
- Tenant satisfaction
- ASB response performance
- Complaint handling
- New tenancy visit completion
- Service standards performance
- Tenant feedback and engagement

We will share performance information and use feedback to improve services.

Our Commitment

We are committed to providing a tenancy service that is:

Supportive

Helping tenants sustain successful tenancies.

Responsive

Taking ownership and acting when issues arise.

Fair

Making transparent and evidence-based decisions.

Accountable

Monitoring performance and learning from feedback.

Community Focused

Supporting safe, clean and well-managed neighbourhoods.

By working together, we can help ensure that every tenant feels secure in their home, confident in their landlord and part of a strong and thriving community.

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CAB3557(H)
CABINET COMMITTEE: HOUSING

REPORT TITLE: REPAIRS AND MAINTENANCE PROCUREMENT AND AUDIT UPDATE

6 JULY 2026

REPORT OF CABINET MEMBER: Cllr Mark Reach Cabinet Member for Good Homes for All

Contact Officer: Paul Woodham Email pwoodham@winchester.gov.uk

WARD(S) ALL

PURPOSE

This report supports the council's corporate priority, Good Homes for All.

The procurement of the repairs and maintenance contract was agreed by Cabinet in May 2025, including approval of a seven-year contract term and the use of framework arrangements for Heating, Electrical, Fire Safety, Asbestos and Water Hygiene contracts (Cabinet paper CAB3506). Cabinet also set the evaluation methodology, based on a 60% quality and 40% cost weighting, to ensure best value for tenants, residents and the Council.

This report provides an update to Cabinet Committee Housing on the procurement of new contract delivery for repairs and maintenance, electrical and heating services across the council's housing stock and associated assets. The report will outline the process the procurement has gone through, including the number of bidders involved, the evaluation methodology applied and the outcomes of the assessment, such as scoring and how the preferred bidders were identified for each contract.

The procurement of the repairs and maintenance contract was conducted under the new Procurement Act 2023 (PA23) procedures with a go live date of August 2026 and the electrical and heating contracts were procured under a Public Contracts Regulations 2015 framework to ensure a go live date of 7th May 2026.

The paper also provides an update on the status of the contracts for Water Hygiene, Asbestos, Lifts and Fire Safety

The report will also provide an update on recommendations relating to a repairs and maintenance audit, including the development of an action plan, progress made and the governance framework that has been put in place to ensure effective oversight and continuous improvement.

RECOMMENDATIONS:

Cabinet Committee Housing is asked to note:

1. The repairs and maintenance contract has been awarded to Wates Property Services.
2. The Heating contract has been awarded to Signix Ltd.
3. The Electrical contract has been awarded to Signix Ltd.
4. The Repairs and Maintenance audit action plan and progress made to date.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Greener Faster

Greener Homes' is one of the key strategic objectives within the Housing Strategy 2023 to 2028 and will help develop and support a greener district and address the climate emergency. A key driver is to improve thermal performance of existing council homes through planned works and the retrofit carbon reduction programme to aid residents with maintaining warm homes. It is intended to require contractors to demonstrate how they will reduce their carbon footprint in service delivery.

1.2 Thriving Places

Delivering a quality repairs service is essential. Residents often view how well the repairs service is run as representative of the performance of the council as a whole. The views of residents were key and therefore be a key driver in designing and setting the new service standards. The tender sought to seek to understand the use of the local market in delivery of services thus aiding the prosperity of the local economy.

1.3 Healthy Communities

The tender evaluation process assessed the social value that contractors will deliver and in so doing enhance and support local communities.

1.4 Good Homes for All

Repairs and maintenance have a direct influence on the quality of the council's housing stock and the wellbeing of residents. Homes are improved and repaired to increase the lifespan of a property's fabric whilst ensuring that residents' homes meet decency standards and comply with the Housing Health and Safety Rating system (HHSRS)

1.5 Efficient and Effective

Due to the complexities detailed in the purpose, the council has checked externally with sector specialist to ensure that the council procures the best solutions considering all the requirements and timeline. The council intend for the contractors to receive the resident repairs requests directly, so the repair's specialist triage ensures the best resource is appointed to the repair. This will assist in first time fix and less impact on repeat visits, supporting improved resident satisfaction. A data download of the day's events will interface with Orchard at the end of each day so that customers can use My Winchester tenancy to track their repair.

The new appointed contractor demonstrated an IT system that has the capability to provide customers and enhanced repairs tracking and delivery system.

1.6 Listening and Learning

The planned and completed engagement process prior to procurement allows the council to be open, transparent, inclusive and enabling, providing good value. The emphasis of the term contractor/s is to establish a resident centric ethos and deliver the service 'With and For' residents and not 'To'. Our recommended approach does not undermine or contradict the outcome of the consultation process that was undertaken to inform the previous decision.

TACT requested that 2 members were included in the customer satisfaction scoring, this was decided by the TACT members themselves and not the council.

2 FINANCIAL IMPLICATIONS

- 2.1 The contract(s) will encompass repairs and maintenance, voids, planned kitchens and bathrooms, and circa 50 test and inspect compliance regimes to include gas and electric works to the council's housing stock across the district. It will include retrofit works within tenanted dwellings and works to the communal areas of blocks and building curtilage. The tender budgets were referenced in the invitation to tender (ITT) in line with the prior approved budgets
- 2.2 The business plan agreed in February 2025 includes agreed estimates of reactive repair, void costs and compliance works within the scope of this procurement within the HRA revenue budget, and within the capital programme for planned and reactive kitchen and bathroom replacements and the retrofit programme.
- 2.3 The overall revenue budget in the agreed business plan for revenue works in the scope of the procurement is £56.7m, and capital budget for works in scope is £43.7m over the proposed 4+3 years for the R&M and 3+1+1 +1years for the heating and electrical contracts. period. The business plan allows for assumed inflation and repairs growth, which is included in these estimates.
- The Heating award WCC's internal project Id: WCC-Lum/property services 002 - Heating
 - Scope of work brief: Providing repairs and maintenance inc; Voids. Planned and ad-hoc maintenance and out of hours services
 - Contract Start Date: 11/05/2026
 - Contract End Date: 10/05/2029
 - Optional Extension Period (in months) - 36
 - Contract Sum Amount (excl. VAT): £1,700.00.00 pa

- Electrical award WCC's internal project Id: WCC-Lum/property services – 003 - Electrical
- Scope of work brief: Electrical testing, remedial repairs, planned and ad-hoc rewires/ maintenance and out of hours services to WCC housing stock.
- Contract Start Date: 11/05/2026
- Contract End Date: 10/05/2029
- Optional Extension Period (in months) - 36
- Contract Sum Amount (excl. VAT): £1,500.00.00 pa

3 LEGAL AND PROCUREMENT IMPLICATIONS

The procurement exercises were conducted in accordance with relevant legislation and the council's contract procedure rules. All three contracts were procured in line with the agreement from the Cabinet in May 2025. (CAB3506).

- 3.1 Given the significance of this service to our customers, the process was assessed with a 60% quality and 40% cost weighting, differing from the weightings outlined in paragraph 35 of the Council's Contract Procedure Rules. Additionally, 10% of the quality evaluation focused on environmental and social value considerations
- 3.2 The procurement strategy for these contracts prioritised quality over the lowest price, aiming for excellent service at a fair cost. This approach sent a clear message to bidders about the Council's priorities in terms of outcomes.

4 WORKFORCE IMPLICATIONS

- 4.1 The existing housing repairs staff will remain employed by the council and there are no TUPE implications for housing staff involved at this time.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 This contract provides opportunities for the council to drive changes that will improve the standard of council owned housing and the lives of residents, regenerate communities and tackle climate change. However, the changes may put significant pressures on budgets and resources, so there is a need to ensure that the council's assets are managed effectively.

6 CONSULTATION AND COMMUNICATION

- 6.1 Consultation and communication was undertaken as part of the procurement process, in line with council policy and Contract Procedure Rules. Prior to the November 2024 recommended approach, a survey relating to the repairs service was sent to all tenants, leaseholders and shared owners for whom

Winchester City Council hold an email address to be completed online and a paper copy sent to all those for whom no email address is recorded.

- 6.2 Respondents to the survey had the opportunity to register their interest in attending the workshops. Everyone who registered their interest received a reminder and an invitation to attend. The workshops were also advertised on the tenant involvement Facebook page. All the venues were accessible, and parking was available. Transport was offered free of charge for anyone who wanted to attend.
- 6.3 The approach recommended in a previous report was discussed with the TACT board on the 29th April 2025. Two TACT board members were involved in the procurement and evaluation process. Resident engagement was completed prior to the procurement in line with the council's tenant engagement strategy and TACT board updates, as outlined in previous Cabinet paper CAB3463 in November 2025. The relevant section 20 NOI letters covering the full workstreams procurement were sent for both Stage 1 and subsequent award following stage 2.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The Term Contract/s will require the successful bidder to support the council's Carbon Neutrality objectives and Nature Emergency. The procurement was supported by members of the council's sustainability team to assist with development of appropriate tender assessment approach and ongoing reporting mechanisms post contract let. The successful bidder will be resourced, as required, to fully support the council's Retrofit Team with the delivery of works, developing technical opportunities and seeking potential funding.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 This tender process and contract must uphold the principles of equality, transparency and fairness of all suppliers. The successful bidder will be required to comply with the council's Equality Policy. The council also included questions within the PA 2023 compliant Questionnaire to determine whether any of the bidders has had any complaints made against them in the last three years, which were upheld following an investigation by the Equality and Human Rights Commission (or equivalent).

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 It is not anticipated that the award of a new contract(s), will lead to any significant changes to the purposes and way in which personal data is used or processed. Officers will undertake a review, by way of a Data Protection Impact Assessment, of any additional data protection or privacy risks arising from changes to procedures. This will ensure that personal data continues to be processed in accordance with the data protection principles and legislation.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	Follow Financial Procedure Rules, Contract Procedure Rules and best practice to minimise exposure. The proposed approach and use of a schedule of rates will provide greater cost control. The financial exposure is significantly reduced due to the proposed cost model of NHF V8 SOR's. These are sector wide accredited values for the repairs and prelim costs	Ensure the principles with the council's <u>Contract Management Framework</u> are adopted for ongoing management and an appropriate level of resource is in place to ensure robust contract management for the duration of the contract(s)
Exposure to challenge	Procured in line with best practice, Contract Procedure Rules and the PA2023. PCR 2015	The process and contract delivery will be robust and enables a sound working relationship between the council, its stakeholders and its contractors, fully supportive of the council's objectives
Innovation	Develop systems in association with the successful bidder that enable the council to own, manage and effectively analyse repairs data	Collaboration with the successful bidder
Reputation	Reputable and suitably qualified contractors employed to undertake the works. Undertake Conflicts of Interest assessment and maintain register throughout.	Enhanced reputation with suppliers through early market engagement
Achievement of outcome	The procurement of has commenced and finished.	Creating a more effective service for residents that delivers good value and robust contract management
Property		

Community Support	Existing engagement strategy methods will be used to engage with customers. TACT board members will be closely involved with the procurement process so as to ensure the tenants voice is heard throughout.	Involve interested residents in evaluation process
Project capacity	External sector expertise to support	
Local Government reorganisation	Set contract term to accommodate LGR in line with guidance.	Included extensions to the contracts to ensure service delivery

11 SUPPORTING INFORMATION:

11.1 Repairs and Maintenance Contract

A PA2023 2 stage procurement for a 4+3 year contract was tendered for R&M/Voids/ Kitchens and Bathrooms

The council have been supported through this procurement process by Lumensol. Lumensol are a housing sector specialist who the council engaged with to support and facilitate the procurement of R & M, Heating and electrical contracts. Lumensol have assisted in preparing all the term briefs documents in line with the requisite procurement act and facilitated as moderators for the evaluation. Lumensol worked closely with all of the council's services to ensure a robust, fair and complaint process was followed.

11.2. The procurement process for the R & M contract was in two stages. In Stage 1 the council received 9 expressions of interest. 1 was disqualified on financial measures. The remaining 8 were scored by the Interim Head of Property Services, Retrofit Manager and the Repairs and Maintenance Manager and the moderation evaluation facilitated by Lumensol and the top 5 were put through to stage 2 as set out in the ITT. (invitation to tender)

Of the 5 put forward, 1 company withdrew and the remaining 4 were scored in line with the brief and the scoring criteria as outlined in Appendix 3

Stage 1 is the RFT (Request for Tender) this stage is for bidders to make expressions of interest and provide requested detail to enable the evaluation to be made to proceed to stage 2. We advised in stage 1, that the top 5 scoring returns would proceed to Stage 2.

Stage 2 is ITT (Invitation to Tender) whereby the top 5 were invited to submit their tender in line with the WCC requirements for evaluation as described above.

The results of the procurement process was that 3 of the bidders scores were extremely close and 1 was significantly lower. All the process was completed on Mercel, this is the recognised portal where all submissions and outcomes are published and is open for the Public. See Appendix 3 for the evaluation report in relation to the R & M contract

- 11.3 Challenge was received from all the unsuccessful bidders as allowed under the procurement rules, and the responses were formally replied to and accepted. The council's legal and procurement services assisted the housing service with this alongside an external, leading housing specialist, Lumensol. The initial challenges were from the 3 contractors who were not awarded. Challenge was based upon the scoring as these were all so close. Clarification letters were provided and two of the contractors accepted the response and duly withdrew their challenge. The incumbent contractor continued to challenge, and this is now resolved
- 11.4. Following the process outlined above the R & M contract was awarded to Wates Property Services with an anticipated go live date of 1st August 2026, this will be a 4 + 3 year contract.
- 11.5 Heating and Electrical Contracts**
- 11.6 The Heating and Electrical contracts have been awarded under 2 separate contracts. Both contracts were procured under a compliant –Public Contracts Regulations 2015 Framework. See appendix 1 for the electrical evaluation and appendix 2 for the heating evaluation.
- 11.7 The contracts were procured under a mini competition under the framework which included the incumbent contractor, CCS. This ensured they had the ability to win the contract and to mitigate risk to award.
- 11.9 The council received 06 bids for the heating contract and 08 bids for the electrical contract. For the Heating contract 02 bids were shortlisted and for the electrical contract 03 bids were shortlisted
- 11.10 The council received challenge from the unsuccessful bidders for both contracts. The challenge was around areas that the council would expect from the process, such as a request of a review of the scoring, there wasn't anything exceptional. The council's response to these challenge's was supported by the council's procurement and legal services along with external consultants Lumensol to achieve and facilitate award of the contracts.
- 11.11 Both Heating and Electrical contracts have been awarded to Signix Limited, and both were mobilised on the 11th May 2026 and both contracts are on a 3+1+1+1 year contract to avoid the cessation being in the same year as the repairs and maintenance contract.

- 11.12 In addition to these contracts the council has procured a new lift contract, and this was procured under a compliant framework as a direct award to Jaksons and was successfully mobilised in September 2025 over a 3-year term
- 11.13 The council have also procured fire safety remediation and fire safety consultancy contracts that were procured under a compliant framework, and these were awarded to Eco safe and Tetra tech respectively, both contracts are 3+1+1+1 year terms
- 11.14 The asbestos and water Hygiene contract has been extended with Allium and new contracts will be procured in Q4 of 2026/27 as per the Housing Services procurement plan to avoid multiple go lives and mobilising 3 new contracts as mentioned above

11.15 Repairs and Maintenance Audit October 2025

- 11.16 In October 2025 the Southern Internal Audit Partnership completed their internal audit on the council's repairs and maintenance service. The audit was requested and completed as the council's s151 officer was concerned that there could be potential weakness and non-compliance. The audit sought to assess the effectiveness of controls in place, focusing on those designed to mitigate the risks to the achievement of the service objectives. The risk being a lack of compliance with financial controls for maintenance and reactive work including raising jobs and inspection of work prior to payment, and inflation of work, late submission of invoices and accuracy of transaction coding

11.17 The main findings of this audit were;

The audit concluded that there was no overall of assurance in 3 main areas, and that immediate action was required to address the fundamental gaps, weaknesses and compliance identified. The audit found that the system of governance, risk management and control was inadequate to manage risks to the achievement of the objectives in the areas that were audited. The main areas of weakness were;

Processes

1. Lack of Process notes
2. Backlog and delay in processing and authorising invoices
3. Delay in submission of invoices

Raising work orders (jobs)

Notional jobs are raised in order to get these quickly passed to the contractor but they are raised for inconsistent amounts

Variations to the initial job aren't recorded on Orchard

Authorising Jobs

1. Automatic approval for jobs over £250
2. No evidence of inspections recorded on the system
3. Orchard doesn't store photos of works completed

Billing

1. For large workorders there was no breakdown of cost for Labour, materials, quantities etc
2. 25 properties had unresolved works or indications of duplication

11.18 In January 2026 an action plan to rectify the audit's conclusions was developed. The progress against the actions is being overseen by the Head of Landlord Services and the Repairs and Maintenance Manager and reported into Housing Leadership Board

11.19 An update of the audit was also presented to the council's Audit and Governance Committee on the 29 of January 2026 as outlined in the section of 'Audit Results report '

11.20 Progress against the action plan is also monitored by the council's PAC board monthly where an update on progress against the actions is provided.

11.21 The new contract with Wates and Signix Limited will also address many of the risks identified in the audit report, and Lumsensol have confirmed that the audit actions will be cemented into the mobilisation of the contract. Further detail can be found in point 11.25

11.22 Since January 2026, officers have been progressing the action plan to address the audit findings and drive improvements across all key areas. The actions implemented so far are;

- Process notes have been created for officers and contractors; this will improve the amount of information given to our contractors. The council's repairs and maintenance manager will ensure this new process is being adhered to and will make delivery better by 30 June 2026 and this increases assurance by 1 July 2026
- A new full instruction guide process has been devised detailing all the steps to ensure that Cardo payments made on orchard (Housing IT System) are linked to the VAT invoice, this ensures continuity when there is turnover of staff. New staff were trained by 31 May 2026 and the R & M manager will ensure that these processes are being followed
- Surveyors have been reminded to record all inspections onto the system- This will ensure that there is an audit trail on considerations made as part of the authorisation process for payments being approved. This will be discussed and reviewed along with spot checks at 121s. These changes from the action plan will improve the delivery to customers through more accurate order

details through the interface and on to their in-house repairs system and will improve transparency for the variation approval and invoice authorisation process

- 11.23 The term brief (as set out in appendix 4) for the new contracts sets out clear requirements for the contract with specifics for the commercial management which will give the council assurance and rectify many of the risks raised in the 2025 audit. Examples of some of the process is below.
- Liaising with the council and/or their appointed consultants to ensure accurate understanding of any required design to ensure accurate costs are provided for the Tasks.
 - Preparing schedules of Tasks and pricing models and any amendments required.
 - Processing and payment of any fees such as planning applications, building control etc.
 - Preparing, tendering and presenting recommendations for the appointment of specialists.
 - Validating costs for variations, this is to include site inspections and measurement as required, which may at times be in conjunction with WCC or their appointed consultant.
 - Preparation of valuations and any supporting documents including any required meetings with WCC and/or their appointed consultants to review and resolve any issues.
 - Preparation and submission of applications for payment including responding to and resolving WCC queries.
 - Controlling costs in relation to both directly delivered and subcontracted Tasks.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 Due to expiry of previous contract there was no option other than to put the contracts to the market under the prevailing procurement legislation.
- 12.2 The R&M audit action plan could have been delayed as many issues would be subsumed and addressed into the new contract administration from go live in August 2026. Although the issues have been addressed in the future contract brief the serious nature of the findings required immediate responses prior to new contract go live and the implementation of an improvement plan short term.

BACKGROUND DOCUMENTS: -

Previous Committee Reports:

CAB3463 Procurement of HRA Repairs and Maintenance Term Contract
CAB3506 HRA repairs and maintenance contract procurement

Appendices

Appendix 1 Tender evaluation report – Electrical

Appendix 2 tender Evaluation Report -Heating

Appendix 3 Tender Evaluation Report- R&M

Appendix 4 'term brief' for R & M Contract

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Winchester City Council

Electrical Services – Testing, Remedials and Rewires Procurement

Tender Evaluation Report

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1 Overview

1.1 Introduction

- 1.1.1 This report has been prepared by Lumensol to provide Winchester City Council (WCC) with specific details on the procurement of the Electrical testing, remedial repairs and rewires of electrical systems Contract.
- 1.1.2 Lumensol were appointed by WCC to facilitate a Framework call off from the Procure Public Electrical Services Framework 2025, via a mini competition process, for Electrical Services, the details of which are included in this report hereafter.

Contracting Authority

- 1.1.3 Winchester City Council (WCC).
- 1.1.4 Of: Colebrook Street, Winchester, SO23 9LJ.

1.2 Contract Overview

- 1.2.1 The Contract scope consists of:
- a) EICR 5-year programme and remedial repairs
 - b) Void EICR testing and remedials certification
 - c) Planned and ad hoc rewires.
- 1.2.2 The Contract is being procured under a Framework compliant with the Public Contracts Regulations 2015 using a TAC1 contract with amendments, with clear termination clauses for non-performance aligned to pre-determined KPIs.
- 1.2.3 The Contract will commence on 13/05/26 for a period of up to six years. The Contract is for an initial term of three years with an extension option for a further three years.
- 1.2.4 The estimated value of the Contract is £1.5m per annum.
- 1.2.5 It has been the intention of Lumensol to work with WCC staff throughout this process, and we are grateful for their input. All tender documents at each stage of the procurement process have been signed off by WCC.
- 1.2.6 Evaluation of all Bidders' responses at ITT stage were undertaken by WCC staff and moderated by Lumensol.

1.2.7 The WCC project team has, to date, consisted of:

Name	Role in Process
Darren Smith - Building Safety Manager	Assist in the development and approve the term briefs Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Provide data to support the tender (e.g. policies, property and asset lists) Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications
Christopher Irons - Asset & Planned Maintenance Manager	Assist in the development and approve the term briefs Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications
Richard Elliott – Procurement Officer	Assist in the development and approve the ITT and Quality questions
Kevin Harlow - Finance	Assist in reviewing the pricing framework and schedule. Assist in reviewing commercial submissions.

1.2.8 The tender documents were reviewed and approved by Darren Smith, Christopher Irons and Richard Elliott.

1.3 Report Purpose

1.3.1 Specifically, this report:

- a) Details the process followed and outcomes of the ITT.

1.3.2 The output of this report will enable WCC to make an informed decision in relation to the award of the Electrical Services Contract.

1.4 Procurement Process

1.4.1 WCC elected to procure the Contract via a mini competition procedure, using the Procure Public Electrical Services Framework 2025.

1.4.2 The below outlines the high-level steps taken to date:

- a) Contract scoping
- b) Creation of Tender documents
- c) Creation of ITT documentation

- d) Issue of ITT
- e) ITT period
- f) ITT evaluation
- g) ITT outcome letters & report.

- 1.4.3 The contract notice 2024/S 000-037259 for the Electrical and Associated Services Framework 2025 was published by Procure Public on 18/11/24, the Framework is valid until 05/01/29.
- 1.4.4 There are 20 suppliers on the Framework, and all were invited to bid for the contract.
- 1.4.5 All documents were made available to the Bidders electronically through the MerCell portal.
- 1.4.6 The ITT was published on 20/01/26 with returns required by 12.00pm on 19/02/26.

2 Invitation to Tender

2.1.1 Quality questions were scored on a scale of 0 – 5 based on the criteria set out below:

Description	Assessment	Score
The response exceeds the required standard in several areas and meets the standard in all others. Demonstrates exceptional understanding, innovation, and added value. Evidence is comprehensive, specific, and compelling. No concerns.	Excellent.	5
The response meets the required standard in all areas. Demonstrates strong understanding with relevant and specific evidence. No concerns.	Good.	4
The response meets minimum required standard. Demonstrates adequate understanding with generic or limited evidence. Minor concerns may exist but are not critical.	Satisfactory.	3
The response partially meets the minimum required standard. Some areas lack detail or relevance. Evidence is incomplete or inconsistent. Minor concerns exist.	Minor Reservations.	2
The response fails to meet the minimum required standard. Major concerns about capability or understanding. Evidence is insufficient or missing.	Serious Reservations. Submissions receiving a '1 will not be considered further	1
No response or information to evaluate, ability is not evidenced.	Fail. Submissions receiving a score of 0 will not be considered further.	0

2.1.2 Submissions receiving a score of 0 or 1 for any question would not be considered further and the Bidder would be excluded from the tender process.

2.1.3 Following individual scoring the quality submissions, Angela Beekmeyer of Lumensol conducted a moderation meeting to agree a single consensus score (not an average) for each element of each Tender.

2.1.4 The quality questions were as follows:

Question No.	Theme	Question	Marks Available
1	Operational Delivery	<p>Please provide a detailed methodology setting out how you intend to resource and deliver the five year periodic testing of domestic and communal electrical installations in accordance with the agreed programme and how you will manage the Remedial Repairs element of the contract, in line with the requirements set out in the Term Brief to achieve 100% Compliance in line with KPI targets.</p> <p>Please also provide your proposed structure chart with named individuals for both the testing and repairs workstreams on two separate A4 sheets. (This will not form part of your word count).</p>	20
2	Health and Safety	<p>Please provide a detailed methodology setting out how you will manage risks in the delivery of the works and manage and respond to incidents which occur whilst delivering the service. The methodology shall include [as a minimum]:-</p> <ul style="list-style-type: none"> • A copy of the Tenderers health and safety policy. (not part of word count) • Copies of a standard site risk assessments carried out on a similar contract. • Training process in place for new staff and existing. • Process of reporting and responding to H&S related issues. 	10
3	Resident Communication	<p>Please detail how you will ensure that the Resident is kept engaged and informed, throughout the delivery of works, taking into consideration WCC's diverse Resident base. Please include the following in your response</p> <p>(a) How you drive Resident Care through your staff recruitment, training and management to ensure Customer service values and behaviours are embedded within your staff and supply chain.</p> <p>(b) How you will identify, manage and respond to service failure issues including details of your approach to resolving complaints, managing escalations and learning from service failure to improve the service in the future;</p>	10

Question No.	Theme	Question	Marks Available
4	Integration & IT	<p>Please detail your approach to delivering the full IT interface requirements as set out in the ICT Term Brief and ICT interface requirements. Please include how you plan to support the service in the first six months to create systems stability and data accuracy.</p> <p>Please append a visual plan of the timeframe for integrating, testing and mobilising the interface requirements. (This will not form part of your word count)</p>	10
5a	Social Value and Environmental	<p>WCC would like to work in collaboration with the Provider to deliver maximum social value for its residents and the wider community throughout this contract.</p> <p>a) Please define how you will undertake engagement with WCC and their residents and other relevant stakeholders to understand and deliver the most beneficial social value projects as detailed in the ITT.</p>	5
5b	Social Value and Environmental	<p>b) Please demonstrate with examples how you will deliver and monitor the contract services in the most sustainable way to include but not limited to; fleet, route planning, sustainable products and waste management.</p>	5
Total Quality			60 marks

2.1.5 Each Bidder's pricing submission was evaluated against that of the lowest priced bid participant using the below formula:

$$Price\ Score = \frac{Lowest\ Bidder's\ Tender\ Total}{Bidder's\ Tender\ Total} \times 40$$

2.2 Submissions & Evaluation

2.2.1 There were 20 suppliers on the Electrical Services Framework, and all were invited to bid, of these only eight contractors submitted tender responses in line with the ITT.

2.2.2 Submissions were received electronically through WCC's Merzell portal as per ITT instructions on 09/02/26.

2.2.3 Lumensol completed an initial review of the submitted tender documents, specifically the mandatory turnover threshold and the insurance requirements, all submissions met the mandatory criteria.

2.2.4 Compliant submissions were received from:

- a) Correct Contract Services Limited
- b) Laker Building Management Solutions Limited
- c) NRT Group
- d) PFL Electrical Ltd

- e) Signix Limited
- f) Smith & Byford Limited
- g) Sureserve Compliance Central
- h) Wiggett Group.

2.2.5 The qualitative questions of the ITT were evaluated by Darren Smith and Christopher Irons of WCC, each signed a declaration of interest form beforehand.

2.3 Tender Outcome

2.3.1 The maximum score available is 100, comprised of 60 marks for responses to qualitative proposal and 40 marks for the price submission

2.3.2 The Commercial evaluation and review was undertaken by Lumensol and Kevin Harlow (WCC). In addition, Kevin Harlow undertook Dunn and Bradstreet credit checks to provide further assurance as to the financial stability of the bidders.

2.3.3 During evaluation some commercial clarifications were raised to the bidders.

2.3.4 During moderation four of the eight bidders scored 1 or 0 for one of the quality questions. Once this was identified the bidder was excluded from the process and no further quality questions were scored, as per WCC's scoring criteria detailed in section 2.1.1 above.

2.3.5 The following Bidders were excluded from the process at moderation:

- Correct Contract Services Ltd
- Smith & Byford Ltd
- PFL Electrical Ltd
- Wiggett Group

2.3.6 The table below outlines the remaining Bidders and their total scores, in order of rank:

Bidder Name	Quality Score	Price Score	Total Score
Signix	57	19.58	76.58
NRT	29	40.00	69.00
Sureserve	34	34.08	68.08
Laker	30	18.48	48.48

Overall Result

2.3.7 As demonstrated in the table above, Signix Ltd is the recommended preferred bidder for delivery of the contract as they scored the highest overall.

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Winchester City Council

Heating Services – Servicing, Maintenance and Installations Procurement

Tender Evaluation Report

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1 Overview

1.1 Introduction

1.1.1 This report has been prepared by Lumensol to provide Winchester City Council (WCC) with specific details on the procurement of the Heating Services - Servicing, Maintenance and Installations Contract.

1.1.2 Lumensol were appointed by WCC to facilitate a Framework call off from the Procure Public Heating Framework 2025, via a mini competition process, for Heating Services, the details of which are included in this report hereafter.

Contracting Authority

1.1.3 Winchester City Council (WCC).

1.1.4 Of: Colebrook Street, Winchester, SO23 9LJ.

1.2 Contract Overview

1.2.1 The Contract scope consists of:

- a) Gas servicing and repairs including other fuel types
- b) Void gas checks and certification
- c) Planned and ad hoc boiler replacements.

1.2.2 The Contract is being procured under a Framework compliant with the Public Contracts Regulations 2015 using a TAC1 contract with amendments, with clear termination clauses for non-performance aligned to pre-determined KPIs.

1.2.3 The Contract will commence on 11/05/26 for a period of up to six years. The Contract is for an initial term of three years with an extension option for a further three years.

1.2.4 The estimated value of the Contract is £1.7m per annum.

1.2.5 It has been the intention of Lumensol to work with WCC staff throughout this process, and we are grateful for their input. All tender documents at each stage of the procurement process have been signed off by WCC.

1.2.6 Evaluation of all Bidders responses at ITT stage were undertaken by WCC staff and moderated by Lumensol.

1.2.7 The WCC project team has, to date, consisted of:

Name	Role in Process
Darren Smith - Building Safety Manager	Assist in the development and approve the term briefs Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Provide data to support the tender (e.g. policies, property and asset lists) Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications
Christopher Irons - Asset & Planned Maintenance Manager	Assist in the development and approve the term briefs Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications
Richard Elliott – Procurement Officer	Assist in the development and approve the ITT and Quality questions
Kevin Harlow - Finance	Assist in reviewing the pricing framework and schedule. Assist in reviewing commercial submissions.

1.2.8 The tender documents were reviewed and approved by Darren Smith, Christopher Irons and Richard Elliott.

1.3 Report Purpose

1.3.1 Specifically, this report:

- a) Details the process followed and outcomes of the ITT.

1.3.2 The output of this report will enable WCC to make an informed decision in relation to the award of the Heating Services Contract.

1.4 Procurement Process

1.4.1 WCC elected to procure the Contract via a mini competition procedure, using the Procure Public Heating Framework 2025.

1.4.2 The below outlines the high-level steps taken to date:

- a) Contract scoping
- b) Creation of Tender documents
- c) Creation of ITT documentation

- d) Issue of ITT
- e) ITT period
- f) ITT evaluation
- g) ITT outcome letters & report.

- 1.4.3 The contract notice [2024/S 000-037259](#) for the Heating and Associated Services Framework 2025 was published by Procure Public on 18/11/24, the Framework is valid until 05/01/29.
- 1.4.4 There were 20 suppliers on the Framework, and all were invited to bid for the contract.
- 1.4.5 All documents were made available to the Bidders electronically through the MerCell portal.
- 1.4.6 The ITT was published on 07/01/26 with returns required by 12.00pm on 02/02/26.

2 Invitation to Tender

2.1.1 Quality questions were scored on a scale of 0 – 5 based on the criteria set out below:

Description	Assessment	Score
The response exceeds the required standard in several areas and meets the standard in all others. Demonstrates exceptional understanding, innovation, and added value. Evidence is comprehensive, specific, and compelling. No concerns.	Excellent.	5
The response meets the required standard in all areas. Demonstrates strong understanding with relevant and specific evidence. No concerns.	Good.	4
The response meets minimum required standard. Demonstrates adequate understanding with generic or limited evidence. Minor concerns may exist but are not critical.	Satisfactory.	3
The response partially meets the minimum required standard. Some areas lack detail or relevance. Evidence is incomplete or inconsistent. Minor concerns exist.	Minor Reservations.	2
The response fails to meet the minimum required standard. Major concerns about capability or understanding. Evidence is insufficient or missing.	Serious Reservations. Submissions receiving a '1 will not be considered further	1
No response or information to evaluate, ability is not evidenced.	Fail. Submissions receiving a score of 0 will not be considered further.	0

2.1.2 Submissions receiving a score of 0 or 1 for any question would not be considered further and the Bidder would be excluded from the tender process.

2.1.3 Following individual scoring the quality submissions, Lumenso conducted a moderation meeting to agree a single consensus score (not an average) for each element of each Tender.

2.1.4 The quality questions were as follows:

Question No.	Theme	Question	Marks Available
1	Operational Delivery	<p>Please provide a detailed methodology setting out how you intend to resource and deliver the Gas servicing programme to achieve and maintain 100% compliance, and how you will manage the Gas Repairs element of the contract, in line with the requirements set out in the Term Brief and KPI targets.</p> <p>Please also provide your proposed structure chart with named individuals for both the servicing and maintenance workstreams on two separate A4 sheets. (This will not form part of your word count).</p>	20
2	Health and Safety	<p>Please provide a detailed methodology setting out how you will manage risks in the delivery of the works and manage and respond to incidents which occur whilst delivering the service. The methodology shall include [as a minimum]:-</p> <ul style="list-style-type: none"> • A copy of the Tenderers health and safety policy. (not part of word count) • Copies of a standard site risk assessments carried out on a similar contract. • Training process in place for new staff and existing. • Process of reporting and responding to H&S related issues. 	10
3	Resident Communication	<p>Please detail how you will ensure that the Resident is kept engaged and informed, throughout the delivery of works, taking into consideration WCC's diverse Resident base. Please include the following in your response</p> <p>(a) How you drive Resident Care through your staff recruitment, training and management to ensure Customer service values and behaviours are embedded within your staff and supply chain.</p> <p>(b) How you will identify, manage and respond to service failure issues including details of your approach to resolving complaints, managing escalations and learning from service failure to improve the service in the future;</p>	10
4	Integration & IT	<p>Please detail your approach to delivering the full IT interface requirements as set out in the ICT Term Brief and ICT interface requirements. Please include how you plan to support the service in the first six months to create systems stability and data accuracy.</p> <p>Please append a visual plan of the timeframe for integrating, testing and mobilising the interface requirements. (This will not form part of your word count)</p>	10

Question No.	Theme	Question	Marks Available
5a	Social Value and Environmental	WCC would like to work in collaboration with the Provider to deliver maximum social value for its residents and the wider community throughout this contract. a) Please define how you will undertake engagement with WCC and their residents and other relevant stakeholders to understand and deliver the most beneficial social value projects as detailed in the ITT.	5
5b	Social Value and Environmental	b) Please demonstrate with examples how you will deliver and monitor the contract services in the most sustainable way to include but not limited to; fleet, route planning, sustainable products and waste management.	5
Total Quality			60 marks

2.1.5 Each Bidder's pricing submission was evaluated against that of the lowest priced bid participant using the below formula:

$$Price\ Score = \frac{Lowest\ Bidder's\ Tender\ Total}{Bidder's\ Tender\ Total} \times 40$$

2.2 Submissions & Evaluation

- 2.2.1 There were 20 suppliers on the Heating Services Framework, and all were invited to bid, of these only six contractors submitted tender responses in line with the ITT.
- 2.2.2 Submissions were received electronically through WCC's MerCell portal as per ITT instructions on 02/02/26.
- 2.2.3 Lumensol completed an initial review of the submitted tender documents, specifically the mandatory turnover threshold and the insurance requirements, all submissions met the mandatory criteria.
- 2.2.4 Compliant submissions were received from:
- a) Correct Contract Services Ltd
 - b) Signix Ltd
 - c) Smith & Byford Ltd
 - d) Sureserve Compliance South
 - e) TSG Building Services PLC
 - f) Thermoserv Ltd
- 2.2.5 The qualitative questions of the ITT were evaluated by Darren Smith and Christopher Irons of WCC, each signed a Conflict of Interest form beforehand.

2.3 Tender Outcome

- 2.3.1 The maximum score available is 100, comprised of 60 marks for responses to qualitative proposal and 40 marks for the price submission

2.3.2 The Commercial evaluation and review was undertaken by Lumensol and Kevin Harlow (WCC). In addition, Kevin Harlow undertook Dunn and Bradstreet credit checks to provide further assurance as to the financial stability of the bidders.

2.3.3 During evaluation some commercial clarifications were raised to the bidders.

2.3.4 During moderation four of the six bidders scored 1 or 0 for one of the quality questions. Once this was identified the bidder was excluded from the process and no further quality questions were scored, as per WCC's scoring criteria detailed in section 2.1.1 above.

2.3.5 The following Bidders were excluded from the process at moderation due to scoring 1 for one of the quality questions:

- Correct Contract Services Ltd
- Smith & Byford Ltd
- Thermoserv Ltd
- TSG Building Services PLC

2.3.6 The table below outlines the remaining Bidders and their total scores, in order of rank:

Bidder Name	Quality Score	Price Score	Total Score
Signix Ltd	53.00	39.40	92.40
Sureserve Compliance South	34.00	40.00	74.00

Overall Result

2.3.7 As demonstrated in the table above, Signix Ltd is the recommended preferred bidder for delivery of the contract as they were the highest scoring bidder overall.

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Winchester City Council

Responsive Repairs and Maintenance Procurement

ITT Evaluation Report

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1 Overview

1.1 Introduction

1.1.1 This report has been prepared by Lumensol to provide Winchester City Council (WCC) with specific details on the procurement of the Repairs and Maintenance Contract.

1.1.2 Lumensol were appointed by WCC to facilitate a two-stage competitive flexible procedure procurement process on their behalf for Repairs and Maintenance, the details of which are included in this report hereafter.

Contracting Authority

1.1.3 Winchester City Council (WCC).

1.1.4 Of: Colebrook Street, Winchester, SO23 9LJ.

1.2 Contract Overview

1.2.1 The Contract scope consists of:

- a) Repairs
- b) Voids
- c) Contact centre
- d) Planned kitchen and bathroom installs.

1.2.2 The Contract is being procured under the Procurement Act 2023 using a TAC1 contract with amendments, with clear termination clauses for non-performance aligned to pre-determined KPIs.

1.2.3 The Contract will commence on 03/08/26 for a period of up to seven years. The Contract is for an initial term of four years with an extension option for a further three years.

1.2.4 The estimated value of the Contract is £7.5m per annum.

1.2.5 It has been the intention of Lumensol to work with WCC staff throughout this process, and we are grateful for their input. All tender documents at each stage of the procurement process have been signed off by WCC.

1.2.6 Evaluation of all Bidders responses at SQ stage and ITT stage were undertaken by WCC staff and resident representatives and moderated by Angela Beekmeyer.

1.2.7 The WCC project team has, to date, consisted of:

Name	Role in Process
------	-----------------

<p>Paul Woodham – Property Service Lead</p>	<p>Assist in the development and approve the term briefs Assist in the development and approve the SQ Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Provide data to support the tender (e.g. policies, property and asset lists) Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications</p>
<p>Adrian Wilgoss – Repairs and Voids Manager</p>	<p>Assist in the development and approve the term briefs Assist in the development and approve the SQ Assist in the development and approve the pricing framework and schedule Assist in the development and approve the KPIs Provide data to support the tender (e.g. policies, property and asset lists) Evaluate the tender in accordance with the stated methodology and criteria Assist in the development and approve the ITT and quality questions Assist in the responses to clarifications</p>
<p>Julie Mahoney – Procurement Manager</p>	<p>Assist in the development and approve the SQ Provided data and forms to support the tender (e.g. policies, property and asset lists)</p>
<p>Richard Elliott – Procurement Officer</p>	<p>Assist in the development and approve the ITT and Quality questions</p>
<p>Preshanta Burbidge – Retrofit Manager</p>	<p>Evaluate the tender in accordance with the stated methodology and criteria</p>
<p>Kevin Harlow - Finance</p>	<p>Assist in reviewing the pricing framework and schedule. Assist in reviewing commercial submissions.</p>

1.2.8 The tender documents were reviewed and approved by Paul Woodham, Adrian Wilgoss, Julie Mahoney and Richard Elliott.

1.3 Report Purpose

1.3.1 Specifically, this report:

- a) Details the process followed and outcomes of the SQ.
- b) Details the process followed and outcomes of the ITT.

1.3.2 The output of this report will enable WCC to make an informed decision in relation to the award of the Repairs and Maintenance Contract.

1.4 Procurement Process

- 1.4.1 WCC elected to procure the Contract following the Competitive Flexible procedure, utilising the two stages of Selection Questionnaire and Invitation to Tender.
- 1.4.2 The below outlines the high-level steps taken to date:
- a) Contract scoping
 - b) Section 20 leaseholder Notice of Intention
 - c) Creation of Tender documents
 - d) Issue of Contract Notice
 - e) SQ period
 - f) SQ evaluation
 - g) SQ outcome letters & report
 - h) Creation of ITT documentation
 - i) Issue of ITT
 - j) ITT period
 - k) ITT evaluation
 - l) ITT outcome letters & report.
- 1.4.3 The Contract Notice [065543-2025](#) was placed on the Find a Tender Service by WCC on 15/10/25 requesting expressions of interest.
- 1.4.4 The SQ and all Tender documents were available to the market to download electronically on 15/10/25 and responses were received on 13/11/25.
- 1.4.5 At ITT stage, all documents were made available to the Bidders electronically through the MerCell portal.
- 1.4.6 The ITT was published on 09/12/25 with returns required by 12.00pm on 30/01/26.

2 Procurement Specific Questionnaire

- 2.1.1 WCC elected to utilise the Procurement Specific Questionnaire as per the PA 2023, along with nine experience-based questions to test Bidders' technical and professional ability.
- 2.1.2 The Procurement Specific Questionnaire was completed on the Mercell portal and was scored on a pass/fail basis.
- 2.1.3 The experience-based questions were scored on a scale of 0 – 5 with full details of the criteria being included in the SQ Instructions.

2.2 Submissions & Evaluation

- 2.2.1 Submissions were received electronically through Mercell as per SQ instructions on 13/11/25. Nine submissions were received in total.
- 2.2.2 Kelly Kerr of Lumensol completed a review of the online completed Selection Questionnaire, specifically the mandatory quantitative pass/fail criteria. Eight of the nine submitted SQs met the mandatory minimum requirements. One bidder Elite South failed to pass Question 12 - Financial Stability criteria, specifically the turnover threshold, and was therefore not taken forward for evaluation.
- 2.2.3 Compliant submissions were received from:
 - a) Axis
 - b) Cardo South Ltd
 - c) DR Jones Yeovil Ltd
 - d) Gilmartins
 - e) Ian Williams
 - f) Mears
 - g) Novus
 - h) Wates.
- 2.2.4 The experience based qualitative section of the SQ was evaluated by the following WCC staff, each signing a declaration of interest form beforehand.

Question Theme	Evaluator
Technical ability conditions of participation	Paul Woodham and Adrian Wilgoss
Health & Safety – Training	Paul Woodham and Adrian Wilgoss
Health & Safety – Management systems	Paul Woodham and Adrian Wilgoss
Quality Assurance – ISO certification	Paul Woodham and Adrian Wilgoss
Quality Assurance – Contract Management	Paul Woodham and Adrian Wilgoss
Quality Assurance – Resident Expectations	Paul Woodham and Adrian Wilgoss
Quality Assurance – SORs & VFM	Paul Woodham and Adrian Wilgoss
Quality Assurance – Sustainability	Paul Woodham and Adrian Wilgoss
Quality Assurance – Collaborative working	Paul Woodham and Adrian Wilgoss

2.3 Shortlisted Bidders

2.3.1 The maximum score for the evidence-based questions was 100.

2.3.2 Following individual scoring the quality submissions, Angela Beekmeyer of Lumensol conducted a moderation meeting to agree a single consensus score (not an average) for each element of each Tender.

2.3.3 WCC intended to shortlist the five highest scoring Bidders to progress to ITT. The table below outlines the shortlisted Bidders and their score, in order of rank:

Bidder Name	Score
Cardo	83
Wates	79
Axis	78
Ian Williams	70
Gilmartins	69

2.3.4 The following Bidders were not shortlisted:

Bidder Name	Score
Mears Ltd	67
Novus Ltd	64
D R Jones Yeovil Ltd	37
Elite South Ltd	Not scored

3 Invitation to Tender

3.1.1 Quality questions were scored on a scale of 0 – 5 based on the criteria set out below:

Description	Assessment	Score
The response exceeds the required standard in several areas and meets the standard in all others. Demonstrates exceptional understanding, innovation, and added value. Evidence is comprehensive, specific, and compelling. No concerns.	Excellent.	5
The response meets the required standard in all areas. Demonstrates strong understanding with relevant and specific evidence. No concerns.	Good.	4
The response meets minimum required standard. Demonstrates adequate understanding with generic or limited evidence. Minor concerns may exist but are not critical.	Satisfactory.	3
The response partially meets the minimum required standard. Some areas lack detail or relevance. Evidence is incomplete or inconsistent. Minor concerns exist.	Minor Reservations.	2
The response fails to meet the minimum required standard. Major concerns about capability or understanding. Evidence is insufficient or missing.	Serious Reservations.	1
No response or information to evaluate, ability is not evidenced.	Fail.	0

3.1.2 Submissions receiving a score of 0 or 1 for any question would not be considered further and the Bidder would be excluded from the tender process.

3.1.3 Following individual scoring the quality submissions, Angela Beekmeyer of Lumensol conducted two moderation meetings to agree a single consensus score (not an average) for each element of each Tender.

3.1.4 The quality questions were as follows:

Question No.	Theme	Question	Marks Available
1a	Operational Delivery	<p>Please provide a detailed methodology setting out how you intend to resource and manage the delivery of the contract in line with the requirements set out in the Term Brief. Please make specific reference to your delivery model for Repairs & Maintenance, Contact Centre, Voids and Planned kitchen and Bathrooms replacements.</p> <p>Please detail the following in your response:</p> <p>a) Where you will be based operationally to understand how you will deliver and resource the contract. How you will attract, develop and retain staff.</p> <p>Additionally, please provide your proposed structure chart including the percentage allocation of each role against each work stream on a separate A3 sheet. (this will not form part of the word count)</p>	8

Question No.	Theme	Question	Marks Available
1b	Operational Delivery	b) How you will meet KPI and service delivery targets. How you will work with WCC to manage the contract and deliver the reporting requirements.	7
1c	Operational Delivery	c) The process of managing post inspections to ensure the quality of works both during delivery and post completion. How you use data to identify trends in quality and service to drive performance.	5
1d	Operational Delivery	d) Where you intend to use sub-contractors to deliver part of the service, please define which trades/workstreams this applies to and how you will select, manage and monitor subcontractor performance and VFM.	5
2	Customer Care	<p>The Winchester district is home to a diverse community, with individuals who may have varying needs, including language support, cultural considerations, and accessibility requirements.</p> <p>Please outline your procedures for working in and around our Tenants homes and how you will incorporate these varying needs to meet the Term brief requirements. Also please outline how will you collect and act on feedback from customers.</p>	10
3	ICT	<p>Please detail your approach to delivering the full IT interface requirements as set out in the ICT Term Brief and ICT interface requirements. Please include how you plan to support the service in the first six months to create systems stability and data accuracy.</p> <p>Please append a visual plan of the timeframe for integrating, testing and mobilising the interface requirements. (This will not form part of your word count)</p>	5
4	Commercial	Please detail how your commercial team will work with WCC to ensure you drive value for money in the delivery of Responsive Repairs and Voids works efficiently in a timely manner and within budgetary constraints.	5
5	Mobilisation	<p>Please provide a detailed mobilisation structure and implementation plan for this contract, including all activities your organisation will undertake prior to the commencement of the contract.</p> <p>Please address the mobilisation requirements of each workstream separately - R&M, Contact Centre, Voids and Planned Kitchen and Bathroom delivery.</p> <p>Please also provide a detailed mobilisation timeline Gantt chart. (This will not form part of your word count).</p>	5
6a	Social Value and Environmental	<p>WCC would like to work in collaboration with the Provider to deliver maximum social value for its residents and the wider community throughout this contract.</p> <p>a) Please define how you will undertake engagement with WCC and their residents and other relevant stakeholders to understand and deliver the most beneficial social value projects as detailed in the ITT.</p>	5

Question No.	Theme	Question	Marks Available
6b	Social Value and Environmental	b) Please demonstrate with examples how you will deliver and monitor the contract services in the most sustainable way to include but not limited to; fleet, route planning, sustainable products and waste management.	5
Total Quality			60 marks

3.1.5 Each Bidder’s pricing submission was evaluated against that of the lowest priced bid Participant using the below formula:

$$Price\ Score = \frac{Lowest\ Bidder's\ Tender\ Total}{Bidder's\ Tender\ Total} \times 40$$

3.2 Submissions & Evaluation

- 3.2.1 All Bidders submitted responses in line with the ITT, except Gilmartins who formally withdrew from the tender on the 30/12/25 due to contractual and TUPE risks.
- 3.2.2 Submissions were received electronically through WCC’s Mercell portal as per ITT instructions on 30/01/26.
- 3.2.3 The qualitative questions of the ITT were evaluated by the following WCC staff and nominated Resident and TACT panel member, each signing a declaration of interest form beforehand.

Question No.	Theme	Evaluator
1a	Operational Delivery	Paul Woodham Adrian Wilgoss Preshanta Burbidge
1b	Operational Delivery	Paul Woodham Adrian Wilgoss Preshanta Burbidge
1c	Operational Delivery	Paul Woodham Adrian Wilgoss Preshanta Burbidge
1d	Operational Delivery	Paul Woodham Adrian Wilgoss Preshanta Burbidge
2	Customer Care	David Lewis - Tenant representative Mike Sagar - TACT Board Member
3	ICT	Paul Woodham Adrian Wilgoss Preshanta Burbidge
4	Commercial	Paul Woodham Adrian Wilgoss Preshanta Burbidge

Question No.	Theme	Evaluator
5	Mobilisation	Paul Woodham Adrian Wilgoss Preshanta Burbidge
6a	Social Value and Environmental	Paul Woodham Adrian Wilgoss Preshanta Burbidge
6b	Social Value and Environmental	Paul Woodham Adrian Wilgoss Preshanta Burbidge

3.3 Tender Outcome

- 3.3.1 The maximum score available is 100, comprised of 60 marks for responses to qualitative proposal and 40 marks for the price submission
- 3.3.2 The Commercial evaluation and review was undertaken by Tim Baker (Lumensol) and Kevin Harlow (WCC).
- 3.3.3 During evaluation some commercial clarifications were raised to the bidders. These are included at Appendix 1.
- 3.3.4 The table below outlines the Bidders and their total scores, in order of rank:

Bidder Name	Quality Score	Price Score	Total Score
Wates	50.60	36.48	87.08
Axis	47.00	40.00	87.00
Cardo	48.00	38.71	86.71
Ian Williams	36.40	38.35	74.75

Overall Result

- 3.3.5 As demonstrated in the table above, Wates is the recommended preferred bidder for delivery of the contract.

4 Appendix 1 – Commercial Clarifications

Contractor	Element	Item	Question for Contractor	Response
Cardo	Tab 2.4 Quoted works	Day rates and hourly rates	<p>We have identified an adding error in the spreadsheet in relation to Tab 4.2 Quoted works, where not all the cells were included in the total sum. We have corrected this on the spreadsheet and in doing so this now changes your overall bid as follows :</p> <p>Original - sum for Tab 4.2 £ 2,315.23 and Tender Grand Tender Total £8,875,023.75</p> <p>Revised Calculation - sum for Tab 4.2 £6,481.27 and Tender Grand Total £8,879,189.79</p> <p>Can you confirm that you are happy with this amendment and confirm the above Total Contract price by 5pm 11/02/26.</p>	<p>Further to your messages below, we can confirm that we are happy with the correction to the formula on the Quoted works Tab and that we accept the new tender Value, as per the revised Tender Pricing document.</p>
Cardo	Tab 2.6 Asbestos	Asbestos testing rates	<p>Could you please clarify the following:</p> <p>In relation to Tab 2.6 Asbestos Testing - can you please confirm that the Total unit rate only includes items specified within the contract documents and no additional items or overheads have been allowed for, (other than the central office overhead and profit) which is already included.</p> <p>Can you please respond by 5pm on 11/02/26.</p>	<p>Further to your recent message, we can confirm that we are happy with the Asbestos Rates provided and that these rates re inclusive of Site Overhead, other Central overhead and profit is picked up separate.</p>
Axis	Tab 2.6 Asbestos	Asbestos Management surveys	<p>Can you please confirm the following:</p> <p>In relation to Tab 2.6 Asbestos Management surveys and reinspection - can you please confirm that the Total unit rate only includes items specified within the contract documents and no additional items or overheads (other than the central office overhead) have been allowed for.</p>	<p>We confirm that our rates for Asbestos Management surveys and re-inspections in Tab 2.6 are in accordance with the contract documents and do not include any additional items or overheads.</p>

Contractor	Element	Item	Question for Contractor	Response
Wates	Tab 2.5 Contact Centre	IT set up costs	<p>Could you please clarify the following:</p> <p>In relation to Tab 2.5 Contact Centre costs, line item IT set up costs, is this an annual chargeable cost?</p> <p>Could you please respond by 5pm on 11/02/26.</p>	<p>Good afternoon</p> <p>We can confirm that the IT costs in the Contact Centre is an annual chargeable cost.</p> <p>Regards</p>
Ian Williams	Tab 2.0 Tender Summary	Central Office Overheads	<p>Could you please clarify the following:</p> <p>With regard to the Central Office Overhead in Tab 2.0 - Can you please confirm that this uplift percentage represents the total cost of delivering the contract in line with the tender documentation.</p>	<p>We confirm that Central Office Overhead percentage of 19.23% as entered in Cell D24 on Tab 2 of the Pricing Document, is our uplift percentage to cover our central overhead costs to deliver this contract.</p> <p>We note that this uplift percentage carries through to all pricing tabs and is applied to all prices accordingly.</p>

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Winchester City Council (WCC)

Term Brief

Repairs and Voids

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1 **Generally**

- 1.1.1 This Contract is for the delivery of responsive maintenance and void property works to WCC's housing stock.
- 1.1.2 This Term Brief contains information about the delivery of these workstreams and must be read in conjunction with all other Contract documentation.

2 Repairs

2.1 Awaab's Law

- 2.1.1 Awaab's Law is a new legal framework that introduces enforceable time limits for social landlords to investigate and remedy serious hazards in residents' homes. The law follows the tragic death of Awaab Ishak in 2020, which was caused by prolonged exposure to mould. The aim of the legislation is to ensure that residents are protected from unsafe living conditions and ensuring that landlords act quickly when risks to health and safety are identified.
- 2.1.2 The first phase is due to come into effect on 27 October 2025, applying to damp, mould and emergency hazards only. Phase two and phase three (respectively expected in 2026 and 2027) will include a widening of the legislation to include other hazards listed under the Housing Health and Safety Rating System (HHSRS), excluding overcrowding.
- 2.1.3 Hazards are defined as those that pose a significant risk to the health or safety of the residents living within the dwelling, recognising that there may be instances where a particular resident is at greater risk from hazardous conditions due to vulnerabilities or illness.
- 2.1.4 WCC will work with the Provider to build a triage system to determine the relevant works order priority, which will determine the timescale required for attendance by the contractor and identify if works are deemed an emergency hazard or significant hazard.
- 2.1.5 The Provider will work with WCC to ensure the following timescales and requirements of the legislation are met:
- a) Investigate any potential **emergency hazards** and, if confirmed, undertake necessary safety works as soon as reasonably practicable, both within **24 hours** of being made aware of the issue
 - b) Investigate any potential **significant hazards** within **10 working days** of becoming aware of them.
 - c) Produce a written summary of investigation findings and provide it to WCC within 2 working days to allow WCC to update the resident within 3 working days of concluding the investigation, unless works are completed within the 3-day period.
 - d) Undertake relevant safety work within 5 working days of the investigation concluding, if the investigation identifies a significant hazard
 - e) Begin, or take steps to begin, any further required works within 5 working days of the investigation concluding, if a significant or emergency hazard has been identified. If steps cannot be taken to begin work in 5 working days this must be done as soon as possible, and work must be physically started within 12 weeks.
 - f) Satisfactorily complete works within a reasonable time frame.
 - g) Where appropriate WCC will provide suitable alternative accommodation for the household, if relevant safety work cannot be completed within specified timeframes.
 - h) The contractor is to keep WCC and the named tenant updated throughout the repair process.
 - i) In addition to the above the Contractor is required to report back to WCC any hazards identified, in the course of their duties and escalate any emergency hazards where residents would require alternative accommodation.

2.2 Priorities

2.2.1 WCC has the following work order priorities:

- a) Emergency – in day emergency works, attend within 2 hours and make safe within 24 hours.
- b) OOH – Out of Hours emergencies, attend and make safe within 2 hours.
- c) Routine – attend and complete works within 20 working days
- d) DM Routine - attend and complete works within 10 working days.

2.2.2 In light of Awaab's Law and the Social Housing (Regulations) Act 2023, it is envisaged that there will be additional priorities required in the future as more hazards come into effect in 2026/27. WCC will work with the Provider to agree these priorities during the contract term.

2.2.3 Providers should note that changes to priorities during the contract term do not give rise to additional payments or rate changes.

2.3 Emergencies

2.3.1 The Provider is to provide an emergency service 24 hours a day, 365 days a year, and is required to have sufficient resources in place to ensure delivery in the timescales set out above.

2.3.2 An emergency repair is deemed to be a repair that needs a rapid response to safeguard the wellbeing of residents, the structural stability and integrity of properties and/or the health and safety of people using the affected area.

2.3.3 The intention of the emergency service is for the Provider to carry out any works deemed necessary to maintain the integrity and make the property safe. It will often be the case that follow on works are required to fully rectify the issue, and these are to be completed within the timescale described above.

2.4 Appointments

2.4.1 WCC and the Provider is to offer the following appointment slots to residents:

- a) AM appointments between the hours of 8am and 1pm
- b) PM appointments between the hours of 1pm to 6pm
- c) School run Appointments between the hours of 10am and 2pm on weekdays.
- d) Saturday appointments from 8.00am to 1.00pm.

2.4.2 The Provider should have the ability to surface a live diary with the above appointment slots. They should also have capacity to offer appointments within 3 working days of the work order being issued across all trades.

2.5 Right to Repair

2.5.1 WCC adheres to the right to repair scheme where specified repair types have differing response times as follows:

Repair type	Response time (working days)
Total loss of electric power	1
Partial loss of electric power	3
Unsafe power or lighting socket or electrical fitting	1
Total loss of water supply	1
Partial loss of water supply	3
Total or partial loss of gas supply	1
Blocked flue to open fire or boiler	1
Heating or hot water not working between 31 October and 1 May	1
Heating or hot water not working between 1 May and 31 October	3
Blocked/leaking foul drain, soil stack or toilet	1
Toilet not flushing (if there is only one toilet in the property)	1
Blocked sink, bath or basin	3
Tap cannot be turned	3
Leak from a water pipe, tank or cistern	1
Leaking roof	7
Insecure external window, door or lock	1
Loose or detached banister or handrail	3
Rotten timber flooring or stair tread	3
Door entry phone not working	7
Mechanical extractor fan not working	7

2.5.2 The Provider is required to abide by these timescales to prevent compensation being claimed by residents. Should any resident claim compensation under the scheme, and it is found to be the fault of the Provider, this cost will be recharged by WCC to the Provider.

2.6 Self-Authorisation

2.6.1 The Provider will have a self-authorisation limit of £250, in that works up to this value, can be completed without seeking prior authorisation from WCC. For the self-authorisation level to apply the works being carried out must be:

- a) In relation to an existing Order
- b) For works within the scope of the contract.
- c) For works which are the responsibility of WCC

2.6.2 Where the value of works exceeds the self-authorisation limit of £250, the Contractor will be required to submit a variation request via systems interface for approval by WCC.

2.6.3 If the Provider is onsite and has the materials and time to complete the works, they are to phone WCC from site to gain verbal approval and then follow up with the systems variation request.

2.6.4 The end-to-end process will be discussed further and finalised during mobilisation.

2.7 Rechargeable Works

- 2.7.1 Rechargeable works are those which are the responsibility of the resident to carry out, or where works result from deliberate damage or deliberate misuse by a resident or their guests.
- 2.7.2 It is anticipated that most rechargeable works be identified through the diagnosis process, however in some instances it may not be evident that works are rechargeable until the workforce arrives on site.
- 2.7.3 Prior to completion of any rechargeable works the Provider must get authorisation from WCC to proceed:
- a) Where works are identified as rechargeable at diagnosis, authorisation may be sought at that stage
 - b) Where works are identified as rechargeable on site, the Provider will:
 - i) Stop work and contact WCC to get authorisation
 - ii) If no contact can be made with WCC for authorisation, and the works are deemed to be a risk to health, safety or the integrity of the property, the Provider is to complete the minimum work required to mitigate this risk
 - c) The authorisation process will require the Provider to provide an estimated cost for completion of the works.
- 2.7.4 Throughout the works sufficient evidence must be collected by the Provider to enable WCC to proceed through a small claims court if necessary.

3 Voids

3.1 Priorities

3.1.1 Void works will have the following priorities:

- a) Minor – to be completed in 8 working days, (may include 1 component replacement)
- b) Major – to be completed within 20 working days, requires extensive works and may include component replacement as per the ITT - Annex 01 - Specification - A - Term Brief - 02 Repairs and Voids - Lettable Standard

3.2 Process

Notification

3.2.1 The WCC Lettings Officer (LO) will notify the provider by email of the property termination date and the date that the property will be vacant.

Pre-Voids Works

- 3.2.2 Following receipt of the notice of termination, a termination visit is conducted by a WCC LO and the Provider.
- 3.2.3 The Provider will be required to attend and install a Key safe adjacent to the front door of the property and confirm the Key safe code to the WCC Officer.
- 3.2.4 The Provider will visit the property once vacant and produce a specification of works in line with the ITT - Annex 01 - Specification - A - Term Brief - 02 Repairs and Voids - Lettable Standard and the Price Framework.
- 3.2.5 The Provider will email a schedule of works and advise the WCC surveyor of the respective works priority and anticipated completion date.
- 3.2.6 The Provider will record the full condition of the property including relevant external areas by taking photos and a video of the entire property along with meter readings. The photos and video are to be time and date stamped.
- 3.2.7 WCC will raise a works order on their system for the relevant priority and basket rate and will email confirmation to the Provider.
- 3.2.8 Where a major priority void is raised the Provider is to create a costed schedule of works and issue by email to the WCC Surveyor for approval prior to commencing works.
- 3.2.9 The WCC Surveyor will approve or amend the schedule and confirm by email to the Provider if the capital components are to be replaced and advise the assets team. Once approved a work order will be raised in accordance with the agreed schedule.
- 3.2.10 Any void that exceeds £50,000 will be referred for consideration within WCC's senior management structure.

Voids Works

- 3.2.11 The Provider will be responsible for clearing debt on meters and to ensure there is sufficient credit to undertake works.
- 3.2.12 Prior to undertaking works the Provider will create a schedule of rechargeable works and email it to WCC where relevant, see paragraph 3.5 for further requirements.
- 3.2.13 The Provider will arrange for all relevant works to be completed as per the schedule agreed and in accordance with the lettable standard.
- 3.2.14 The provider will be required to complete a full clean of the property and undertake their own snagging prior to handover.
- 3.2.15 The Provider will be responsible for co-ordinating the delivery of all statutory works as per paragraph 3.3, within the time frame of the void and collate all required certification ready for handover.
- 3.2.16 All gas components within the void must be capped for the duration of works.

Completion and Sign Off

- 3.2.17 On completion of the works the Provider will meet with the WCC Surveyor onsite, to conduct a full inspection of the property and sign off.
- 3.2.18 WCC's surveyor will validate the schedule of works against all works completed, to ensure they have been completed to the required standard and quantities are correct.
- 3.2.19 The Provider and WCC will complete and sign off the Safe to Let certificate (ITT - Annex 01 - Specification - A - Term Brief - 02 Repairs and Voids - Safe to Let Certificate), to be provided in handover pack.
- 3.2.20 The Provider will provide copies of the LGSR and EICR to be left in the property for the resident.
- 3.2.21 WCC's surveyor will take photos of all areas of the property both internally and externally for record keeping and email copies of the LGSR and EICR to the Compliance team.
- 3.2.22 Once handover has been successfully completed the Provider will complete the work order on the system and apply for payment.

3.3 Statutory Works

- 3.3.1 The Provider will be responsible for managing the end-to-end void process. This will include working with WCC's nominated contractors to coordinate and deliver the following statutory works as part of the void process.
 - a) LGSR - undertake the landlord's gas safety check and provide the LGSR along with minor repairs where necessary.
 - b) EICR- undertake an electrical test to be undertaken as per current regulations. Complete any category 1 and 2 items and issue a satisfactory certificate for occupation.
 - c) Fire Safety - undertake a visual fire risk assessment and ensure the property meets all current Fire Safety regulations regarding doors, smoke alarms, ventilation, letter boxes, compartmentalisation etc

- d) Legionella/water Hygiene - Legionella Risk Assessment Evaluation to be carried out where required, shower heads will be changed
- e) EPC – undertake EPC where required.

3.4 Self-Authorisation

- 3.4.1 The Provider will have a self-authorisation limit of £500, in that works up to this value, can be completed without seeking prior authorisation from WCC.
- 3.4.2 Where the value of works exceeds the self-authorisation limit of £500, the Contractor will be required to submit a variation request via systems interface for approval by WCC surveyor.

3.5 Rechargeable Works

- 3.5.1 Rechargeable works are those which are the responsibility of the outgoing resident to carry out, or where works have resulted from deliberate damage or deliberate misuse by a resident or their guests.
- 3.5.2 It is anticipated that the majority of rechargeable works be identified through the pre-void process, however in some instances it may not be evident that rechargeable works are required until the workforce arrives on site.
- 3.5.3 Prior to completion of any rechargeable works the Provider must get authorisation from WCC to proceed:
 - a) Where works are identified as rechargeable pre-void, authorisation may be sought at that stage
 - b) Where works are identified as rechargeable on site, the Provider will:
 - i) Stop work and contact WCC to get authorisation
 - ii) If no contact can be made with WCC for authorisation, and the works are deemed to be a risk to health, safety or the integrity of the property, the Provider is to complete the minimum work required to mitigate this risk
 - c) The authorisation process will require the Provider to provide an estimated cost for completion of the works.
- 3.5.4 The Provider will be required to create a schedule of rechargeable works and email the report to WCC. A template report will be discussed and agreed at Mobilisation
- 3.5.5 Throughout the works sufficient evidence must be collected by the Provider to enable WCC to proceed through a small claims court if necessary.

3.6 Handover Pack

- 3.6.1 The Provider will work with WCC to develop a handover pack for incoming residents. This will entail providing all certification or manuals pertaining to the tenancy ready for occupation. This may include LGSR, EICR, Asbestos information, location of stop cock etc.

3.7 Mutual Exchanges

- 3.7.1 Where a mutual exchange is required the Provider is required to carry out:

- a) A gas safety check
- b) An electrical safety check
- c) A lock change on all entrance doors.

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CAB3555(H)
CABINET COMMITTEE: HOUSING

REPORT TITLE: PRIVATE SECTOR HOUSING ENFORCEMENT POLICY AND CIVIL PENALTIES POLICY

6 JULY 2026

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

Contact Officer: Charlotte Quinn Tel No: 01962 848 399

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WARD(S): ALL

PURPOSE

This report outlines the need for a new Private Sector Housing Enforcement Policy and Private Sector Housing Civil Penalties Policy that directly aligns with the councils' strategic priorities of greener faster, thriving places, healthy communities, good homes for all, efficient and effective and listening and learning.

The council is responsible for enforcing housing legislation in the district that ensures property standards are well maintained and align with the councils' key priorities, primarily good homes for all.

The last Private Sector Housing enforcement Policy was revised in 2020 and since then there has been significant change to the housing enforcement landscape, mainly from the introduction of the Renters' Rights Act 2025 (RRA) and other new statutory requirements. The current Private Sector Housing enforcement policy is therefore no longer fit for purpose.

RECOMMENDATIONS:

That Cabinet Committee: Housing:

1. Approves the revised Private Sector Housing Enforcement Policy, as set out in Appendix 1.
2. Approves the proposed Private Sector Housing Civil Penalty Policy as set out in Appendix 2.
3. Authorises the Corporate Head of Housing to make minor changes or those linked to legislative change, to the Private Sector Housing Enforcement and Civil Penalty policies.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

Greener Faster

- 1.1 The council's proposed Private Sector Housing Enforcement Policy and Private Sector Housing Civil Penalties Policy contributes to a greener faster council by prioritising action on hazards linked to energy efficiency and environmental harm by the enforcement of the Minimum Energy Efficiency Standards (MEES) and reinforces this by setting meaningful financial consequences for non-compliance. This creates a strong incentive for landlords to invest promptly in energy efficient upgrades to ensure compliance with regulations and create safe and carbon neutral homes. The MEES standards are currently under review and are expected to change in 2030 with the minimum energy efficiency rating for a lettable property rising from Energy Performance Certificate (EPC) E to EPC C as well as overhauling the standard assessment procedure (SAP) ensuring consistency across properties.

Thriving Places

- 1.2 Safe, well managed private rented sector homes are essential to the stability and prosperity of neighbourhoods. These policies tackle poor property conditions, overcrowding, unlicensed Houses in Multiple Occupation (HMOs) as well as the new tenancy related offences being introduced by the Renters Rights' Act 2025, including unlawful eviction, allowing for proactive inspections, licencing enforcement and investigatory powers to ensure non-compliance is identified at an early stage through consistent, proportionate and proactive enforcement action, whilst deterring rogue landlords whose practices damage local communities, and allowing good landlords to operate fairly and in compliance with the law ensuring the creation of thriving places.

Healthy Communities

- 1.3 Poor housing conditions can have a significant adverse impact on both physical and mental health. Both policies prioritise the assessment of risk to occupants and promote safe, healthy, and independent living for residents in the private rented sector. Central to this is the council's statutory duty under the relevant housing legislation, which underpins decision-making and ensures that serious hazards resulting in unsafe living conditions are identified and addressed proactively and decisively. Robust action against harassment and unlawful eviction protects tenants from homelessness and exploitation, while also supporting emotional wellbeing and housing stability. This risk-based approach safeguards children, older residents, people with disabilities and others with vulnerabilities, directly contributing to the creation of healthy communities.

Good Homes for All

- 1.4 Delivering Good Homes for All whilst ensuring fairness, dignity, and good standards of housing across the private rented sector is key to both policies, which together set clear expectations for lawful management and provides a transparent framework for action where landlords and agents fail to meet standards. Both policies define what landlords and agents must do to comply with the law and supports decisive action against poor practice, including discrimination in letting, unfair eviction and failures to provide statutory tenancy information, all of which align with the promotion of equal access to housing. By emphasising consistency, transparency, and proportionality, both policies give tenants confidence that concerns will be properly investigated, whilst providing landlords with clarity regarding their responsibilities, helping to ensure that private rented properties across the district are safe, fair and fit for purpose.

Efficient and Effective

- 1.5 The policies are designed to make the best use of council resources whilst maximising impact, allowing enforcement activity to be partly self-funding, with income from penalties reinvested into housing enforcement, resources and compliance reducing the reliance on existing stagnant budgets. A structured penalty matrix and decision-making framework ensures consistency, reduces legal challenge and supports defensible, evidence-based outcomes, allowing the council to deliver meaningful outcomes with precision and speed, maximising value for both residents and public resources with clear investigatory powers and processes reducing delays and duplication.

Listening and Learning

- 1.6 Both policies embed transparency, accountability and opportunities for improvement with embedded feedback mechanisms and continuous improvement in their delivery, with intelligence gathered through enforcement, inspections and complaints informing future targeting, policy refinement and service design. The policies allow for learning from repeat offending and emerging sector issues support continuous improvement and evidence-led regulation. This approach supports a culture of listening and learning rather than punitive enforcement alone.

2 FINANCIAL IMPLICATIONS

- 2.1 The introduction of the RRA into law places a duty on the council to take enforcement action through civil penalty fines with an expectation that this income generation is used to fund housing enforcement, such as staffing resources. This is to be achieved through enforcement work and civil penalty fines as well as income generated from the Government's proposed Private Sector Landlord Database which will be monitored by the council and is to be implemented via a phased rollout starting in late 2026. Until then, these

resources can be largely funded via new burdens funding and the homelessness reserve.

- 2.2 The Government has provided new burdens funding to help with the initial phased introduction of the RRA as well as to aid with the employment of extra resources to assist with the new duties the act places on the council. For the financial year 2025/26 the council was awarded £34,533.77 in new burdens funding. This has been used to employ an apprentice to complete the Regulatory Compliance Officer Level 4 Apprenticeship and to assist the team in the day to day monitoring activities that have been implemented by the RRA. The council has also employed a Strategic Tenancy Relations Officer to investigate the new offences being introduced via the RRA.
- 2.3 For financial year 26/27 the council has received £68,048 in new burdens funding, with a further amount expected for 27/28 however this figure is not yet known. Once the initial impacts of the RRA are known a further spending plan will be devised. As the full impact of the RRA is not yet known, in the interim, the existing Strategic Tenancy Relations Officer role is funded from the homelessness reserve.
- 2.4 The proposed policies are clear, concise, transparent and proportionate and will allow the council to take proactive enforcement action via civil penalty fines, ensuring adequate income generation to self fund resources. The council has also entered into a contract with Justice for Tenants (JFT) to ensure the proactive recovery of non payment of fines with a matrix in place that ensures a net £0.00 cost to the council for this service. Outsourcing this work with a net cost of £0.00 to the council, will ensure that resources are protected and there is no expenditure on dedicated council employed income recovery officers.
- 2.5 As part of the contract with JFT, the council has also received £2,500 worth of free funding. A portion of this has been used to assist in the writing of the two proposed policies detailed in this report as well as providing some training on civil penalty notices (CPN) and the use of the JFT CPN generator , with the remaining balance of £756 to be used by JFT to review civil penalty notices before they are issued, ensuring compliance with policy. JFT charge £50.00 meaning that the council can issue approximately 15 CPNs before a cost from the council is needed. Any further costs can be allocated to the NBF received.
- 2.6 Once the Private Sector Landlord Database is live, the council will be responsible for monitoring compliance and taking enforcement action against non compliance therefore increasing revenue. There will also be an annual fee for landlords to pay to register, which is ring fenced for councils to use for housing enforcement matters including staffing costs. The fee payable by landlords is currently not yet known.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Both policies are grounded in and give effect to the council's statutory duties as a local housing authority under legislation including the Housing Act 2004, Housing and Planning Act 2016, Protection from Eviction Act 1977 and the Renters' Rights Act 2025. Their adoption demonstrates that the council has a clear, published, legally binding framework for discharging mandatory enforcement duties resulting in legal accountability and compliance.
- 3.2 The RRA introduces significant new statutory duties for the council. Section 107 RRA places a duty on the council to enforce the landlord legislation and Section 110 requires the council to report to the Secretary of State on the exercise of those enforcement actions. These statutory duties came into force on 1st May 2026 alongside expanded investigatory powers, new offences, and enhanced enforcement mechanisms. Without robust policies, the council would fail in their legal duties under the RRA and could be subject to judicial review.
- 3.3 In order to lawfully discharge these duties, the council must adopt and operate an enforcement and civil penalties policy that outlines how these new powers will be exercised, including the use of statutory notices, civil financial penalties, prosecutions, rent repayment orders, and associated powers of entry and evidence gathering. The adoption of these policies provides the necessary legal framework and governance to support consistent and defensible decision making.
- 3.4 The policies have been developed in collaboration with JFT and have been drafted to ensure compliance with the RRA statutory guidance, including the nationally approved starting points for civil penalty notices. They also outline the principles from case law including the need for policies to be consistent, transparent proportionate and allow for reasoned decision –making, strengthening the policies defensibility on appeal, reducing the risk of successful challenge and reducing the burden on legal resources.
- 3.5 The adoption of these policies does not create a procurement obligation as they are regulatory and governance documents rather than service delivery contracts and fall outside of creating a public contract. However, implementation of these policies may lead to consideration of procurement issues including when specialist legal services may be required.
- 3.6 However, these are mitigated by the contract the council has in place with Justice for Tenants and Justice for Tenants Legal who will provide support to the council when required and are subject to an existing approved exemption from procurement.
- 3.7 The value of work that goes through Justice for Tenants will be reviewed after the initial 12 months. If, during this period, the spend is sufficient to take it over one of the council's procurement thresholds, then it may be subject to a competitive quote exercise.

4 WORKFORCE IMPLICATIONS

- 4.1 With the introduction of the RRA creating new tenancy related offences and placing a duty on the council to take enforcement action there is likely to be a significant increase in workload. This, however, has been mitigated using the New Burdens Funding to employ two new resources to help with this increase in workload and take the burden off existing staff to pick up these tasks as well as their existing day to day duties.
- 4.2 Workloads will be regularly monitored and the impact of both the act as well as the policies will be recorded and there is scope for further resources if needed.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 None as the recommendations in this report have no impact on council property or assets as these policies do not apply to the council's housing stock or assets .

6 CONSULTATION AND COMMUNICATION

- 6.1 The Private Sector Housing Manager has consulted with peers in other Hampshire Authorities during a recent Hampshire Private Sector Housing Network. All members, including those the council is to be partnered with for Local Government Reorganisation (LGR) confirmed that they are adopting policies developed in consultation with Justice for Tenants so are likely to be following a similar approach. This ensures consistency and alignment as the council works towards LGR and combining assets.
- 6.2 Colleagues in legal as well as within the Private Sector Housing Team have been consulted and provided with the opportunity to communicate feedback. All responses confirmed that the policy aligns with the RRA as well as other housing legislation and is clear, concise, transparent and proportionate.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Improving the quality of housing across the private rented sector as well as the increased enforcement provisions will have a positive impact on the council's wider climate and sustainability objectives.
- 7.2 Improvement of property conditions and energy performance with the new MEES requirements will help to address fuel poverty and reduce tenant vulnerability to rising energy costs. This supports the council's wider vision of a carbon neutral district by 2030.
- 7.3 Housing enforcement under the Housing Act 2004 also contributes to the council's climate objectives by identifying hazards and taking enforcement action to upgrade heating systems when required, directly improving the energy efficiency of properties.

8 PUBLIC SECTOR EQUALITY DUTY

8.1 Under s149 (1) of the Equality Act the council must have due regard, in the exercise of its functions, (and Cabinet must, as the decision maker in respect of the proposed decision, have due regard) to the need to a) Eliminate discrimination, harassment, victimisation, and any other conduct prohibited by the Act. B) Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share them. C) Foster good relations between persons who share relevant protected characteristics and persons who do not share them.

8.2 An Equality Impact Assessment, which is appended to this report, has been completed and has considered the impact on those who share particular relevant protected characteristics and has identified that the proposed policies will not negatively impact any group with a particular characteristic or groups of characteristics.

9 DATA PROTECTION IMPACT ASSESSMENT

9.1 None required in respect of these policies as there is no change to the way applicant's data is stored or recorded.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure Legal costs arising from appeals	Robust civil penalty matrix, written in collaboration with JFT in place.	Ensure that we maximise income through the delivery of the policy.
Risk of non-recovery of civil penalties	Contract in place with Justice for Tenants for the recovery of civil penalties.	Ensure that we maximise income ensuring that tenants live in safe homes.
Enforcement and recovery costs	Robust policy and civil matrix calculator. Debt recovery services provided by JFT with no cost to the council.	Maximum income generation.
Exposure to challenge Appeals against civil penalties	Policy written in collaboration with JFT and has been challenged and upheld previously.	

	Contract with JFT to ensure review of notices before issuing reducing the risk of challenge.	
Innovation Officers having to apply new powers rapidly without adequate training Risk of inconsistent practices whilst skills are developed.	Training has been arranged on both the RRA and Civil Penalty Matrix. Clear and consistent process have been written.	Officers required to apply new more robust, digitally friendly, new ways of working
Reputation Reputational damage if enforcement is perceived as inconsistent, overly punitive or unfair to small landlord	Clear concise, transparent and proportionate civil penalties policy in place which considers the circumstances of the landlord as well as culpability.	
Achievement of outcome Enforcement activity may not result in improvement to housing standards.	Targeted enforcement Wide range of options for improving housing standards	Better alignment with the private rented sector and the councils' strategic priorities.
Property Not applicable	 Not applicable	 Not applicable.
Community Support Community expectations may rise faster than capacity	Two new resources in place Updated website providing advice to tenants and landlords Regular landlord forums.	Improved tenant engagement and positive outcomes.
Timescales 1st May 2026 Unable to deliver on RRA until PSH policies have been developed.	There is no mitigation however, the team will carry out their duties under the current enforcement policy and keep records of customer contact relating to RRA offences. Once the policy	

	is approved the team will be in a position to proactively implement the RRA as all provisions including staffing and contracts are in place.	
Project capacity		
No risk identified		
Local Government Reorganisation Misaligned policies with our partner councils	The majority of our partners, including Test Valley Borough Council have taken a similar approach. There is a Hampshire Private Sector Housing Network group of Private Sector Housing Managers where a consistent approach to RRA is discussed.	Opportunity to work with partners ensuring that policies are aligned making for a smoother transition and combination of resources reducing disruption to residents and landlords.
Other		
Not applicable		

11 SUPPORTING INFORMATION:

- 11.1 The council plays a crucial role in meeting housing needs and enforcing housing standards across the district. Whilst the majority of landlords and letting agents provide safe, warm and well managed accommodation, the council continues to receive complaints of poor property conditions, unsafe housing, unlawful eviction and harrassment all which negatively impact on a tenants welfare and detract from the councils key priorities.
- 11.2 The council has a statutory duty to keep housing conditions in the district under review and take appropriate enforcement action when breaches are identified. These duties are supported by a range of investigatory and enforcement powers designed to protect and safeguard residents whilst preventing harm and reducing the impact on the councils homelessness services.
- 11.3 The council's current Private Sector Housing Enforcement Policy was developed within the regulatory framework with the council retaining discretion to resolve non – compliance through informal or advisory action with an emphasis on education. This approach assumed, unless there was a serious risk to the health and safety of the occupier, that enforcement was

discretionary and that informal resolution would be the most appropriate first option. This framework underpins much of the council's existing regulatory practice.

11.4 The RRA represents a significant shift from this approach and places a statutory duty on the council to enforce the landlord legislation, fundamentally shifting the balance between informal action and enforcement. Where breaches of the landlord legislation are identified the council must now actively consider enforcement action to meet this duty. As a result, the Regulators Code can no longer be relied on to justify informal action as the starting point for compliance.

11.5 The legislative framework that governs the council has expanded and changed significantly in recent years, particularly resulting from the implementation of the RRA, which is the biggest transformation to the private rented sector in over 40 years. The act introduces a wide range of reforms all designed to protect tenants, provide security of tenure, and impose new stricter responsibilities on landlords and agents. More crucially, the act places a duty on the council to enforce the new landlord legislation, including tenancy reform, protections against unlawful eviction and harassment, and compliance with new standards such as the Decent Home Standards and the Private Sector Housing database. Under this framework the council has a duty to take consistent, transparent and proportionate enforcement action to self generate income. The timeline of changes are outlined below:

11.6 **27th December 2025 – Implementation of new Investigatory and Enforcement Powers:**

- Officers can use enhanced investigatory tools to investigate suspected breaches of housing and landlord legislation
- New powers to obtain information from landlords, letting agents, property managers and other relevant persons where there is a reasonable suspicion of wrongdoing.
- Ability to enter a business premises without a warrant to inspect and seize evidence.
- New powers of entry into residential premises.
- The council is now required to report on the exercise of their functions to Government.

11.7 **1st May 2026 – Introduction of new tenancy reform and statutory enforcement duty.**

- The council will be legally required to enforce the landlord legislation, rather than having a discretionary power to do so.

- Abolition of no fault S21 eviction notices and the introduction of assured periodic tenancies. Service of S21 is now an offence.
- New grounds and procedures for possession, limits on rent increases and a ban on rental bidding and rent in advance.
- Additional offences including discrimination in lettings and failure to meet disclosure requirements will be enforceable.
- New starting point for civil penalty fines with the upper limit increased from £30,000 to £40,000.

11.8 **Late 2026 onwards – roll out of further requirements and duties**

- Introduction of the Private Sector Landlord database with registration compulsory for landlords. This is designed to improve transparency and support the council with compliance monitoring. Landlords and letting agents will be required to provide certain information to the database and penalties will apply for failing to register. The council will be responsible for monitoring the database and enforcing non – compliance.
- A mandatory ombudsman for the private rented sector. This will provide an independent avenue for dispute resolution between tenants and landlords.
- Introduction of the Decent Homes Standard into the Private Rented Sector. Full implementation timings are currently dependent on secondary legislation with government consultation suggesting a target of 2035.
- Introduction of Awaab's Law into the private rented sector.

11.9 The Private Sector Housing Manager and Service Lead – Strategic Housing have been working hard to prepare for these new duties by setting up working groups, and planning for the rollout with two new staffing resources in post. This work has helped to identify operational impacts, training needs, and governance arrangements to ensure the council is in the best position to be able to effectively deliver on the new statutory requirements, ensuring maximum income generation and ensuring tenants in the private rented sector live in safe warm, hazard free and compliant homes.

11.10 The council also held a Private Landlords' and Letting agents forum at the end of March 2026 to provide relevant updates to landlords relating to the new requirements of the RRA and the impact that this will have on the private rented landscape. The forum was well attended and the feedback positive; the majority of landlords would be interested in the council's approach to enforcement. Once the policies have been adopted, a further forum will be held focussing on enforcement.

11.11 The attached policies have been created in collaboration with JFT and other leading local authorities and is supported by the Association of Chief Environmental Health Officers (ACEHO.) The council's legal department also

had oversight of this contract with JFT before signing, and have also received copies of the proposed policies. Both policies are intended to promote greater consistency, transparency, compliance, and proportionality whilst providing a robust framework for private sector enforcement.

11.12 The proposed Private Sector Housing Enforcement (PSH) Policy represents a significant shift from the current PSH policy which places discretionary advice-led enforcement at its core, with the main changes summarised below:

- New statutory duty to enforce. The new policy reflects a legal duty to enforce the landlord legislation and introduces a duty to report enforcement activity to Government.
- Introduces a broader range of enforceable offences giving the council greater powers to tackle and hold non-compliant landlords accountable, allowing for a safer and better regulated private rented sector.
- Expanded use of civil penalties as an integrated enforcement tool allowing for a wider scope of eligible offences, avoiding the expense of prosecution and delays in compliance.
- Places a stronger expectation of immediate formal enforcement on the council, with this being the default for breaches of the landlord legislation.
- Major expansion of investigatory powers allowing for more proactive investigations
- Strengthened approach to Rent Repayment Orders focussing on a wider range of qualifying offences rather than just licencing and serious offences which is the approach of the current policy.

11.13 The proposed changes represent a clear strengthening of the councils enforcement framework, delivering significant benefits for both councils and tenants while supporting a healthier private rented sector overall. By introducing a statutory duty to enforce, expanding enforcement powers and broadening the range of offences, councils are better equipped to take consistent, proactive action against non compliance, rather than relying primarily on informal resolution. This ensures that poor standards, unlawful practices and rogue landlords are addressed more effectively and at an earlier stage. For tenants, this results in stronger protections, improved housing conditions, and greater confidence in the system. At the same time, a more robust and visible enforcement framework helps to create a level playing field, where compliant landlords are not undercut by those who ignore legal requirements. Collectively these changes support the creation of a safer, fairer regulated private rented sector, where compliance is the norm and enforcement is both credible and effective.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The option not to adopt the proposed policies and continue with the current Private Sector Housing Enforcement policy is rejected. This would put the council at risk of not being able to fulfil its new statutory duties and may leave the council subject to a judicial review with an inability to continue to fund resources. Therefore, not adopting these policies is not an option.
- 11.2 Due to the statutory duties implemented by the RRA and the complexity of the offences there is no other suitable alternative option, without putting the council at significant risk.

BACKGROUND DOCUMENTS: -

Winchester City Council's Private Sector Housing Enforcement Policy 2020

[Enforcement Policy and Authorisation - Winchester City Council](#)

Private Sector Housing current Matrix of Authorisations updated 2025 [Enforcement Policy and Authorisation - Winchester City Council](#)

Previous Committee Reports: -

None

Other Background Documents: -

None

APPENDICES:

Appendix 1 – Proposed Private Sector Housing Enforcement Policy.

Appendix 2 – Proposed Private Sector Housing Civil Penalties Policy.

Appendix 3 – Equality Impact Assessment.

Appendix 1 – Private Sector Housing Enforcement Policy 2026 -

Private Sector Housing Enforcement Policy 2026-2029

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Introduction

Winchester City Council is committed to ensuring that all residents live in safe, secure and well-managed homes, reflecting the priorities set out in the Council Plan 2025–2030. These priorities place the climate emergency, healthy communities, thriving places, good homes for all, and the delivery of efficient, effective public services at the heart of the council's work.

The introduction of the Renters' Rights Act 2025 signifies a major change in the regulation of the private rented sector. The Act establishes a clearer, stronger, and more consistent enforcement framework, placing a statutory duty on the Private Sector Housing Team to investigate breaches and take enforcement action, including the use of civil penalties. These duties apply across a wide range of housing-related legislation, including the Housing Act 2004, Housing and Planning Act 2016, Protection from Eviction Act 1977, and the provisions of the Renters' Rights Act 2025.

Under this enhanced framework, the council now has expanded enforcement powers, to ensure that landlords who fail to meet their legal responsibilities are held to account while supporting wider improvements in housing standards and community wellbeing.

Winchester City Council's Private Sector Housing Enforcement Policy has been developed to put these statutory responsibilities into practice in a clear, consistent, proportionate, and transparent way. The policy aligns with the Council Plan's focus on effective service delivery, responsible financial administration, and proactive action to improve housing conditions across the district. The council's commitment to healthy, thriving communities, fairness and the protection of tenants' rights underpins this approach, while ensuring that responsible landlords can operate with confidence and clarity.

Aims of the Policy.

This enforcement policy:

- Provides the framework through which the council, in its capacity as Local Housing Authority, will exercise its statutory duties and responsibilities under the Renters' Rights Act 2025, Housing Act 2004, and other relevant legislation.
- Sets out the council's principles for enforcing and executing its duties as a Housing Authority under the relevant statute.
- Sets out what owners, landlords, their agents or any other person involved in the letting or management of privately rented accommodation, and tenants of private rented sector properties, can expect from officers when dealing with non-compliance.
- To provide guidance for Private Sector Housing ("PSH") officers to ensure enforcement action is taken in line with the Regulators Code and the principles of good regulation where required by The Legislative and Regulatory Reform (Regulatory Functions) Order 2007. Of particular note, the following pieces of legislation; Parts 8, 9 and 10 of the Housing Act 1985, Part 8 of the Housing Act 1996, Parts 2 to 5 of the Housing Act 2004, are subject to The Legislative and Regulatory Reform (Regulatory Functions) Order 2007.

Section 3 Housing Act 2004 imposes a duty on Councils to keep housing conditions in their district under review with a view to identifying any action that may need to be taken by them.

Section 107 Renters' Rights Act 2025 imposes a duty on the Council to enforce the Landlord Legislation. The Landlord Legislation is comprised of the following:

- Chapters 3 and 6 of Part 1 of the Renters' Rights Act 2025,
- Part 2 of the Renters' Rights Act 2025,
- Sections 1 and 1A of the Protection from Eviction Act 1977
- Chapter 1 of Part 1 of the Housing Act 1988.

Section 110 Renters' Rights Act 2025 imposes a duty on the Council to report to the Secretary of State on the exercise of its functions under the Landlord Legislation.

In this policy, the term 'landlord' should be read as including letting agents, managing agents, licensors, property owners, directors of corporate landlords and any other person involved in the letting or management of privately rented accommodation.

In this policy, the terms 'House of Multiple Occupation' or 'HMO' are defined by the Housing Act 2004.

All enforcement action taken will be in accordance with relevant statutory Codes of Practice, Council procedures and protocols, and official guidance from central and local government bodies.

As a public body under the Human Rights Act 1998, the Council will apply the principles of the European Convention for the Protection of Human Rights and Fundamental Freedoms.

Approach to Enforcement

The Private Sector Housing Team cannot investigate disrepair in council owned properties as we cannot take enforcement action against ourselves. If you are a Winchester City Council Tenant, details on how to raise a repair can be found on the [council's corporate website](#).

The Council wants to support responsible landlords to raise housing standards. However, the Council expects landlords to have a good understanding of the housing standards and management issues that should be met in privately rented accommodation.

Section 5 Housing Act 2004 places a duty on Councils to take formal enforcement action where a Category 1 hazard exists.

Section 6A Housing Act 2004 permits the council, when first taking appropriate enforcement action under Section 5 Housing Act 2004, in relation to a category 1 hazard or a failure to meet a Type 1 requirement on qualifying residential premises, to impose a Civil Financial Penalty on the responsible person where, in the council's opinion, it would have been reasonably practicable for that person to secure the removal of the hazard or the meeting of the requirement. This power applies to qualifying residential premises other than the common parts of a building containing one or more flats.

Section 7 Housing Act 2004 gives Councils a discretionary duty to take action where a Category 2 hazard exists. The Council will usually take action where a significant Category 2 hazard exists.

In addition, Council officers will often investigate and identify the need to take enforcement action through proactive inspections of dwellings through licensing provisions; in response to a complaint or request for assistance; and referrals from other public bodies. All investigations will be carried out in accordance with the relevant statutory requirements. The Council will ensure that appropriate governance is in place to ensure that action is taken in accordance with appropriate policies.

The Council may commence enforcement with formal action instead of informal action in the first instance. In deciding whether to do so, the circumstances of the case will be taken into account. Relevant factors may include, but are not limited to:

- Where there is a risk to public health
- Where there is a blatant or deliberate contravention of the law
- Where there is history of non-compliance

The Council will usually take formal action in the first instance if there has been:

- Non-compliance with previous formal or informal action
- Offences in relation to the licensing of HMOs
- Unlawful eviction or harassment

The Council will take formal enforcement action in the first instance for breaches of the Landlord Legislation outlined in the Renters' Rights Act 2025.

Informal action

Informal action taken by the council may be written or verbal advice. Additionally, a visit may be made at the outset by council officers in cases where the initial complaint indicates that an immediate investigation by the council is warranted.

In cases where officers visit an address, whether this is a result of a landlord's failure to adequately resolve a highlighted issue or as part of an audit or other investigation, written or verbal advice may be deemed sufficient should the inspection only highlight very minor deficiencies.

Where written advice is deemed appropriate by the council and is provided, timescales will normally be included to undertake any specified works or actions.

While the council will use its discretion on whether to carry out informal action for a category 2 hazard, it does not need to provide written or verbal advice before commencing formal action.

Formal action

If formal action is considered appropriate, the following options are available to the Council.

Housing Act 2004 Part 1

- Issue an improvement notice in respect of any Category 1 hazards and any Category 2 hazards on the property. This requires the person to whom it is served to undertake the remedial action specified in the notice within a given timeframe. The mandated work and the timeframe will be determined depending on the nature and scale of the work.
- Issue a prohibition order in respect of any Category 1 hazards and any Category 2 hazards on the property. This prevents occupation of whole or part of the property, or can be used to limit numbers, within a specified time frame.

- Issue a hazard awareness notice in respect of any Category 1 and any Category 2 hazards on the property. This makes the owners and occupiers aware of the hazards identified; however, it does not require remedial action. As a result, and because it does not secure risk-reducing works within a specific timeframe, a Hazard Awareness notice will not usually be the most appropriate course of action where remedial works are necessary to reduce the risk of harm to occupiers or potential occupiers.
- Make an Emergency Prohibition Order. This immediately prohibits the use of all or part of a dwelling if there is an imminent risk of harm to the health and safety of occupiers or potential occupiers.
- Where there is a Category 1 hazard present, Section 40 Housing Act 2004 allows the Council to undertake Emergency Remedial Action on the Category 1 hazard without prior notice. The Council may then seek reimbursement of costs incurred on the work and the administration of the scheme.
- Section 6A Housing Act 2004 allows the Council to impose a civil penalty where a Category 1 hazard exists. This power may be exercised separately or in addition to the issuance of an Improvement Notice. The Council will usually exercise their power to impose a civil penalty in the first instance where a Category 1 hazard exists.
- Section 30 Housing Act 2004 provides that failure to comply with a statutory Improvement Notice is a criminal offence, which will normally be followed by prosecution or the issuing of a civil penalty. The Council would view the offence of failing to comply with the requirements of an Improvement Notice as a significant issue, as it may expose tenants of a dwelling to one or more significant hazards.
- Demolition and clearance are options for both Category 1 or Category 2 hazards.
- Other formal notices served by the Council may not relate to the landlord undertaking remedial works but may cover a range of other matters including, but not limited to, exercising a right of entry under s.239 of the Housing Act 2004 and a request to provide information or the need to abate or avoid overcrowding.

Work in Default

The enforcement options for non-compliance with formal Notices or breach of licence conditions include the carrying out of works specified in the Notice and taking steps

to recover any costs incurred, including costs incurred in administering the work in default, plus interest. This power may be exercised in addition to other enforcement proceedings taken for non-compliance. The Council has no duty to undertake works in default, and it will be at its discretion. The costs and any interest may be held as a charge against the property until paid.

Section 6A Housing Act 2004 civil financial penalties

Where the Council is required to take appropriate enforcement action under Section 5 Housing Act 2004 in relation to a Category 1 hazard, or a failure to meet a Type 1 requirement, on qualifying residential premises, it may also impose a Civil Financial Penalty under Section 6A Housing Act 2004 when first taking that action. The Council will impose a penalty where it is satisfied, on the balance of probabilities, that the statutory conditions are met and that it would have been reasonably practicable for the responsible person to secure the removal of the hazard or the meeting of the requirement. When considering whether removal of the hazard would have been reasonably practicable the Council may consider:

- How long the responsible person has known about the existence of the hazard;
- Whether practical steps could have been taken to remedy the hazard without disproportionate expense or disruption
- What steps the responsible person has taken to remove the hazard or reduce its impact, including any efforts made to secure the services of specialist tradespeople
- Whether permission from other parties is needed to remove the hazard and the steps the responsible person has taken to secure that permission
- Whether tenants have provided access to the property in order for remedial works to be carried out
- Whether any failure by tenants or occupiers to provide access was beyond the responsible person's control, or whether the responsible person could reasonably have taken further steps to secure access, such as: explaining in writing the existence and seriousness of the Category 1 hazard, the required remedial works, the need for access, the tenants' or occupiers' legal obligations, and the potential consequences of continued refusal; offering a reasonable range of dates and times for access; and serving appropriate formal notices where reasonable and lawful

Emergency or suspended enforcement action.

Where there is a Category 1 hazard present, Section 43 Housing Act 2004 permits the council to issue an Emergency Prohibition Order. This immediately prohibits the use of all or part of a dwelling if there is an imminent risk of serious harm to the health and safety of the occupants or others.

Section 40 Housing Act 2004 allows the Council to undertake Emergency Remedial Action on the Category 1 hazard without prior notice. The Council may then seek reimbursement of costs incurred on the work and the administration of the scheme.

The Council also has the power to suspend action taken under Part 1 Housing Act 2004 in situations where it has the power or duty to take enforcement action through the service of an Improvement Notice or Prohibition Order. This will be at the Council's discretion and will normally be considered for the purpose of minimising inconvenience to the current occupiers.

HMO Licence Conditions

Conditions can be added to HMO licences to require work to meet specified standards or to address HMO Management Regulation requirements. In general, authorities should seek to identify, remove or reduce category 1 or category 2 hazards in the house by the exercise of Part 1 functions and not by means of licence conditions however this does not prevent the authority from imposing licence conditions relating to the installation or maintenance of facilities or equipment even if the same result could be achieved by the exercise of Part 1 functions;

Failure to comply with these conditions is a criminal offence, which may result in prosecution or the issuing of a civil penalty

Other Legislative alternatives

There may be other legislative alternatives available to remedy deficiencies that cause Category Two hazards which an authority may choose as a more appropriate enforcement approach.

Prosecution

Where a Civil Financial Penalty is an available alternative to prosecution, the Council will only consider using its power to prosecute under Part 1 Housing Act 2004 in more serious cases.

The decision to prosecute will be determined by the evidential strength of the Council's case and the relevant public interest factors set down by the Director of Public Prosecutions in the Code for Crown Prosecutors.

In many circumstances, where an offence is committed by a body corporate, legislation enables local authorities to pursue persons involved with the body

corporate in addition to, or instead of, the body corporate. These include company officers and, where applicable, company members.

The Council will determine, on a case-by-case basis, whether to take enforcement action against any person or persons that they consider fall within the scope of this category in addition to prosecuting the body corporate.

Civil Financial Penalties for specified breaches and offences

This section relates exclusively to Civil Financial Penalties issued by the Council for breaches of the below housing law.

The Council has the power to impose a Civil Financial Penalty for the following:

- Unlawful eviction and harassment of occupier as defined under the Protection from Eviction Act 1977
- Failure to comply with an Improvement Notice [Section 30 Housing Act 2004]
Offences in relation to licensing of Houses in Multiple Occupation (HMOs) [Section 72 Housing Act 2004]
- Offences in relation to the Selective Licensing of 'houses' [Section 95 Housing Act 2004]
- Failure to comply with an Overcrowding Notice [Section 139 Housing Act 2004]
- Failure to comply with a management regulation in respect of an HMO [Section 234 Housing Act 2004]
- Failure to secure the removal of a category 1 hazard and failure to meet Type 1 requirements on qualifying residential premises, where it would have been reasonably practicable to do so [Section 6A Housing Act 2004]
- Breach of duty under Regulation 3, 3B, 3C, and 3D of The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020
- Failure to comply with a banning order [Section 21 Housing and Planning Act 2016]
- Failure to give a written statement of terms under Section 16D of the Housing Act 1988
- Failure to give an existing tenant information about changes made by the Renters' Rights Act under paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025
- Attempting to let a property for a fixed term under Section 16E of the Housing Act 1988
- Attempting to end a tenancy orally or by service of a notice to quit under Section 16E of the Housing Act 1988
- Serving an eviction notice that attempts to end a tenancy outside the prescribed Section 8 process under section 16E of the Housing Act 1988

- Relying on a ground where the person does not reasonably believe that the landlord is/will be able to obtain possession under Section 16E of the Housing Act 1988
- Relying on a ground knowing the landlord would not be able to obtain possession or being reckless as to whether they would under Section 16J of the Housing Act 1988
- Failing to provide a tenant with prior notice that a ground which requires it may be used under Section 16E of the Housing Act 1988
- Reletting or remarketing a property before expiry of the 12 month no-let period after using the moving and selling grounds under Sections 16E and 16J of the Housing Act 1988
- Discriminating against prospective tenants during the letting process on the grounds that those tenants are in receipt of benefits or have children under Sections 33 and 34 of the Renters' Rights Act 2025
- Marketing a letting without stating the proposed rent under Section 56 of the Renters' Rights Act 2025
- Inviting or encouraging any person to offer to pay an amount of rent under the proposed letting that exceeds the stated rent under Section 56 of the Renters' Rights Act 2025
- Accepting an offer from any person to pay an amount of rent under the proposed letting that exceeds the stated rent under Section 56 of the Renters' Rights Act 2025.

Civil Financial Penalties in respect of these offences operate according to their own independent standalone policy.

Rent Repayment Orders

Part 2 of the Housing and Planning Act 2016 permits the Council to seek a Rent Repayment Order at the First Tier Tribunal Property Chamber to require the landlord of the property where the offence(s) has been committed to refund rent to the tenants or the Council. Section 48 of the Housing and Planning Act 2016 places a duty on the Council to consider applying for Rent Repayment Orders.

Where a landlord has been convicted or received a Civil Financial Penalty in respect of the offence, the Tribunal must award the maximum applicable amount, except in exceptional circumstances.

This power will be considered in response to all qualifying offences and where there is sufficient evidence for a successful application to the First Tier Tribunal.

The qualifying offences are:

- Unlawful eviction and harassment of occupier as defined under the Protection from Eviction Act 1977
- Failure to comply with an Improvement Notice [Section 30 Housing Act 2004]
- Offences in relation to unlicensed HMOs [Section 72(1) Housing Act 2004]
- Offences in relation to unlicensed houses [Section 95(1) Housing Act 2004]
- Failure to comply with an Improvement Notice [Section 30(1) Housing Act 2004]
- Failure to comply with a Prohibition Order [Section 32(1) Housing Act 2004]
- Breach of a Banning Order [Section 21 Housing and Planning Act 2016]
- Using Violence to secure entry [Section 6(1) Criminal Law Act 1977]
- Knowingly or recklessly misusing a possession ground [Section 16J(1) Housing Act 1988]
- Letting or marketing of a property within twelve months of using the 'moving in' or 'selling' ground of eviction [Section 16J(2) Housing Act 1988]
- Continuous breach of certain tenancy reform requirements [Section 16J(3) Housing Act 1988]

An application for an RRO may be in addition to other formal action, such as prosecution proceedings or the imposition of a Civil Penalty. Where the Council has issued a Civil Financial Penalty or pursued prosecution, it will usually apply for a Rent Repayment Order where public funds have been paid to a landlord who has committed a qualifying offence.

Section 49 of the Housing and Planning Act 2016 enables the Council to assist tenants in applying for Rent Repayment Orders. The Council will usually assist tenants by referring or signposting them to [Justice for Tenants](#), and by providing relevant evidence which may assist tenants in preparing, pursuing or participating in Rent Repayment Order proceedings.

Banning Orders

Part 2, Chapter 2 of the Housing and Planning Act 2016 permits a Council to apply for a Banning Order against a person who has been convicted of one or more of the relevant offences. This would prevent the landlord from:

- Letting housing in England;
- Engaging in English letting agency work;
- Engaging in English property management work; or
- Doing two or more of those things.

The Council may consider a Banning Order for the more serious offenders. It will take into account the seriousness of the offence(s), whether the landlord has

committed other offences (or received any Civil Penalty in relation to a Banning Order offence) and any history of failing to comply with their obligations or legal responsibilities. It will also take into account other relevant factors, including but not limited to:

- The harm, or potential harm, caused to the tenant;
- The need to punish the offender;
- The need to deter the offender from repeating the offence;
- The need to deter others from committing similar offences.

Investigatory Powers

In addition to the Council's informal and formal powers of enforcement, there are investigatory powers relating to the collection of information and relating to the entry of premises including, but not limited to, the powers detailed below.

Powers to Investigate.

Section 114 Renters' Rights Act 2025 gives the Council power to issue a notice to a relevant person to require the person to provide specified information to the Council.

This notice may be given to any person with an estate or interest in the land; the licensor; their agents; or a marketer of a property. It may be given in regard to any offence under the following Legislation:

- Sections 1 and 1A of the Protection from Eviction Act 1977;
- Chapter 1 of Part 1 of the Housing Act 1988;
- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013;
- Sections 21 to 23 of the Housing and Planning Act 2016;
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Failure to comply with a Section 114 notice is an offence under Section 131 Renters' Rights Act 2025, as is being obstructive and intentionally or recklessly making false or misleading statements in response to a Section 113 notice.

Section 115 Renters' Rights Act 2025 permits the Council when it reasonably suspects a breach of the Rented Accommodation Legislation to issue a notice to any person requiring them to provide the information specified. This may only be done to investigate whether a breach has occurred under the Rented Accommodation Legislation, or to determine the amount of a penalty. For the purposes of this section, the Rented Accommodation Legislation means:

- Sections 1 and 1A of the Protection from Eviction Act 1977;
- Chapter 1 of Part 1 of the Housing Act 1988;
- Parts 1 to 4 and 7 of the Housing Act 2004 ;

- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013;
- Sections 21 to 23 of the Housing and Planning Act 2016;
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Where an individual has not complied with a Section 115 notice, Section 116 Renters' Rights Act 2025 enables the Council to make an application to the Court to enforce the provisions of the notice and seek reimbursement for the costs of the application.

Section 131 Renters' Rights Act provides that, in addition to the offence of non-compliance with a Section 114 notice, it is an offence for an individual to obstruct a Council officer seeking to exercise their powers without reasonable excuse. It is also an offence to fail to give an officer any additional assistance or information which they reasonably require without reasonable excuse.

Section 235 Housing Act 2004 allows the Council to issue a notice to relevant individuals, including occupiers, directing them to provide specified documents under their control for the purpose of investigating whether an offence has been committed under Parts 1 to 4 of the Housing Act 2004 or exercising the Council's functions under Parts 1 to 4 of the Housing Act 2004.

Section 16 Local Government (Miscellaneous Provisions) Act 1976 also permits the Council to issue a notice to an occupier, manager, or individual with an interest in the land to compel them to provide the Council with information on the nature of their interest and the names and addresses of current occupiers.

Entry to Premises

Section 118 Renters' Rights Act 2025 permits Council officers to enter business premises of relevant people (including landlords, letting agents, and marketers) if it is necessary for the production or seizure of documents under s122-s123 Renters' Rights Act 2025. This power will be exercised without a warrant.

Section 121 Renters' Rights Act 2025 allows a Council officer named in a warrant to enter premises used for a rental sector business which is not mainly accommodation if there are documents on the premises which the officer could require under Section 122 or seize under Section 123. In addition, for this power to be exercised, one of the following conditions must be met:

- That access to the premises has been or is likely to be refused, and the Council has provided notice of their intention to apply for a warrant to the occupier;
- Those documents on the premises would likely be concealed or interfered with if notice of entry were to be given;

- That no occupier is present, and waiting for their return might defeat the purpose of the entry.

Following a Section 118 or Section 121 Renters' Rights Act 2025 entry, Section 122 allows an officer at any reasonable time to require a relevant person on the premises to produce any documents relating to the business and to take copies of them. This may only be exercised to ascertain whether there has been a breach of the Rented Accommodation Legislation where an officer reasonably suspects there has been a breach or an offence; or to ascertain whether the documents may be required in evidence for proceedings regarding a breach or offence.

Following a Section 118 or Section 121 Renters' Rights Act 2025 entry, Section 123 authorises Council officers to seize and detain documents that the officer reasonably suspects may be required as evidence in proceedings relating to a breach of, or an offence under, the Rented Accommodation Legislation. When doing so, the officer will provide evidence of the officer's identity and authority if reasonably practicable. The officer will take reasonable steps to inform the person from whom documents have been seized that they have been seized and will provide that person with a written record of what has been taken.

Section 126 Renters' Rights Act 2025 permits the Council to enter residential premises used for a tenancy at a reasonable time if the officer considers it necessary as part of an investigation into potential offences specified in subsection 1(b). Where required, the Council will give at least 24 hours' notice of this to the occupier and individuals with an interest in the property as per subsection 1(c), detailing in writing why the entry is necessary and the suspected offences. Where there are occupiers found on the premises, the officer will provide evidence of the officer's identity and authority to at least one of the occupiers if reasonably practicable.

In addition, Section 239 Housing Act 2004 permits Council officers to enter, if necessary and at a reasonable time, a property in order to carry out a survey or examination. This may be done if any one of the following is met:

- to determine if any Part 1-4 enforcement functions should be exercised;
- the premises are part of an Improvement Notice or Prohibition Order;
- a management order is in force under Chapter 1 or 2 of Part 4 on the premises.

In certain circumstances, the Council may obtain a warrant to enter, by force, if necessary, under Section 240 Housing Act 2004.

Complaints

Where a resident is dissatisfied with the service they have received, they can make a complaint through the council's published complaints procedure. In the first instance, any issues should be brought to the attention of the council's authorised officer dealing with the case. If a resident remains dissatisfied, to escalate any matter of concern, a corporate complaint can be raised as explained above.

A service user can still make a complaint in cases where the Council has instigated legal proceedings. However, making a complaint will not stop any impending legal action.

Where statutory notices have been served, making a complaint does not replace the statutory rights of appeal or the right to make representations. It also does not allow extra time to comply with any notice or order.

If a service user disagrees with a statutory notice, they should take action as specified in the notice or order to make an appeal, if any exists. Reference should be made to any notes that may accompany the notice or order for more detail.

Appendix 1 – Statement of principles to determine the amount of a penalty charge under Part 4 of The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 as amended by The Smoke and Carbon Monoxide Alarm (Amendment) Regulations 2022 (“the Regulations”)

Section 13 of the Regulations requires local housing authorities to prepare and publish a statement of principles which they propose to follow in determining the amount of a penalty charge.

The Regulations introduced legal requirements on relevant landlords to:

1. Equip a smoke alarm on each storey of the premises on which there is a room used wholly or partly as living accommodation.
2. During any period when the premises were occupied under the tenancy, to ensure that a carbon monoxide alarm is equipped in any room of the premises which is used wholly or partly as living accommodation and which contains fixed combustion appliance other than a gas cooker.
3. Carry out checks by or on behalf of the landlord to ensure that each prescribed alarm is in proper working order on the day the tenancy begins if it is a new tenancy.

4. Where, following a report made on or after 1st October 2022 by a tenant or by their nominated representative to the landlord, a prescribed alarm is found not to be in proper working order, the alarm is repaired or replaced.

For the purposes of the legislation, living accommodation includes a bathroom or lavatory.

Where the Council believe that a landlord is in breach of one or more of the above duties, the Council must serve a remedial notice on the landlord. The remedial notice is a notice served under Regulation 5 of the Regulations.

If the landlord then fails to take the remedial action specified in the notice within the specified timescale, the Council can require a landlord to pay a penalty charge and can arrange for remedial action to be taken under certain circumstances. The power to charge a penalty arises from Regulation 8 of the Regulations. Failure to comply with each remedial notice can lead to a fine of up to £5,000. Fines will be applied per breach, rather than per landlord or property.

The Council will impose a penalty charge where it is satisfied, on the balance of probabilities, that the landlord has not complied with the action specified in the remedial notice within the required timescale.

A landlord will not be considered to be in breach of their duty to comply with the remedial notice if they can demonstrate they have taken all reasonable steps to comply. Where there is evidence, including written correspondence, of repeated and consistent efforts to obtain access to the property, with access repeatedly being prevented by the occupant(s) of the property, a landlord will not be considered to be in breach of their duty to comply with the remedial notice. A landlord will be expected to have:

- Communicated the risk of harm that the lack of functioning alarms posed to all occupants in writing on multiple occasions
- Requested access to comply with the remedial notice on a regular basis of no longer than every seven days in writing

In considering the imposition of a penalty, the Council may look at the evidence concerning the breach of the requirement of the notice. A non-exhaustive list of methods that may be used to obtain relevant evidence includes, but is not limited to:

- Evidence obtained from a property inspection
- Evidence provided by the tenant or agent
- Evidence provided by the landlord demonstrating compliance with the Regulations by supplying dated photographs of alarms, together with installation records
- That all detector heads have not passed their expiration or replacement date

Landlords need to take steps to demonstrate that they have met the testing requirements at the start of the tenancy requirements. A non-exhaustive list of methods that may be used to evidence compliance with these testing requirements includes, but is not limited to:

Tenants signing an inventory form which states that they observed the alarms being tested and confirming that the alarms were in working order at the start of the tenancy

Where a landlord is in breach, the local housing authority may serve a remedial notice. Failure to comply with each remedial notice can lead to a fine of up to £5,000. Fines will be applied per breach, rather than per landlord or property

When determining the amount of the penalty charge, regard will be had to whether this is a first breach under the Regulations.

Determining the amount of the penalty charge for a first breach

The minimum amount of a penalty charge for a first breach of the Regulations will be £2500.

The starting level of a penalty charge for a first breach of the Regulations will be £3000. The penalty charge amount will then be varied depending on aggravating and mitigating factors.

Aggravating factors include, but are not limited to:

- The number of alarms not working or missing (the Regulations state there should be one per storey)
- Other fire safety concerns/defects in the property which increase the risk posed to the occupants
- The length of time the offence is believed to have been on-going
- The frequency of complaints by the occupiers to the landlord about the non-working or missing alarms
- The costs of any remedial work the Council have carried out in response to the breach
- Whether the property is let as a HMO (which increases the overall risk)
- The number of occupants living in the property
- Presence of vulnerable occupiers such as elderly, children or disabled people
- Any history of previous enforcement or non-compliance of the landlord
- Attempts to obstruct the investigation

Mitigating factors include, but are not limited to:

- The property being small and low-risk (for example a one-bedroom ground floor flat with a large number of fire escapes including large windows)
- A single occupant living in the property
- Evidence that all required alarms were checked and in working order at the start of the tenancy
- Written evidence that some efforts to gain access and comply with the remedial notice were made, and access was prevented by the occupant.

Determining the amount of the penalty charge for a subsequent breach

The penalty for subsequent breaches by the same landlord will be £5000.

Appendix 2– Statement of principles to determine the amount of a penalty charge for a breach of minimum energy efficiency standards (MEES) with respect to domestic privately rented property.

The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 (“the Regulations”) make it unlawful to rent out a domestic property if it has an EPC (Energy Performance Certificate) rating of F or G (unless a valid exemption has been registered on the PRS Exemptions register).

The Regulations make it unlawful to fail to comply with a compliance notice served by the Council.

The Regulations cover all relevant properties, even where there has been no change of tenancy.

The Regulations were introduced to improve the energy efficiency of housing in the private rented sector and to reduce greenhouse gas emissions and tackle climate change. They should help make tenants’ homes more thermally efficient.

An energy performance certificate (EPC) gives the property an energy efficiency rating – A rated properties are the most energy efficient, and G rated are the least efficient. It’s valid for 10 years and must be provided by the owner of a property, when it is rented or sold.

If you are a landlord and you fail, when requested, to provide an EPC for the start of a tenancy, you will be in breach of the Regulations.

An EPC contains information about the type of heating system and typical energy costs. It also gives recommendations about how the energy use could be reduced, lowering running costs. You can find the recommended energy efficiency improvements on the current EPC.

If you're a private landlord, you must either:

- ensure your rented properties have an EPC with a minimum 'E' rating
- register a valid PRS exemption on the PRS exemptions register

Failure to do either of these is a breach of the Regulations.

The Council investigates any potential breaches of the regulations. If the Council is satisfied that you are or have at any time in the 18 months preceding the date of service of the penalty notice, breached the Regulations, you may be subject to a penalty notice imposing a financial penalty. The Council may also impose a publication penalty.

The "publication penalty" means publication, for a minimum period of 12 months, or such longer period as the Council may decide, on the PRS Exemptions Register of such of the following information in relation to a penalty notice as the Council decides:

- Where the landlord is not an individual, the landlord's name
- Details of the breach of these Regulations in respect of which the penalty notice has been issued
- The address of the property in relation to which the breach has occurred, and
- The amount of any financial penalty imposed.

The Council will impose the following financial penalties:

- letting a property with an F or G rating for less than 3 months: £2,000
- letting a property with an F or G rating for more than 3 months: £4,000
- registering false or misleading information on the PRS exemptions register: £1,000
- failing to provide information to the Council demanded by a compliance notice: £2,000

The Council may not impose a financial penalty under both subsections (a) and (b) above in relation to the same breach of the Regulations. But they may impose a financial penalty under either paragraph (a) or paragraph (b), together with financial penalties under paragraphs (c) and (d), in relation to the same breach. Where penalties are imposed under more than one of these paragraphs, the total amount of the financial penalty may not be more than £5,000.

Appendix 2 – Private Sector Housing Civil Penalties Policy 2026 -

Private Sector Housing Civil Penalties Policy 2026-2029

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Introduction

Winchester City Council is committed to ensuring that all residents have access to safe, secure, and well managed homes, in line with the council's strategic priorities as set out in the Council Plan 2025–2030. This plan places the climate emergency, healthy communities, thriving places, good homes for all and efficient, effective public services at the core of everything the council delivers.

The introduction of the Renters' Rights Act 2025 represents one of the most significant transformations to the private rented sector in recent decades. The legislation establishes a strengthened, consistent and proportionate enforcement framework that empowers local housing authorities with a statutory duty to investigate breaches and issue civil penalties where required. These powers span a wide range of housing legislation, including the Housing Act 2004, Housing and Planning Act 2016, Protection from Eviction Act 1977, and the Renters' Rights Act 2025.

Under this framework, councils now have enhanced enforcement responsibilities, including issuing civil penalties of up to £40,000 for serious or repeated breaches with enforcement activity funded through the penalties collected. This ensures that non-compliant landlords are held accountable while enabling the council to reinvest funds directly into compliance, enforcement, service improvement and community wellbeing.

Winchester City Council's Civil Penalties Policy has been developed to implement these new statutory duties effectively and transparently. It aligns with the Council Plan's emphasis on *efficient and effective* service delivery, responsible financial management, and proactive approaches to improving the district's housing conditions. The council's focus on healthy, thriving communities and ensuring fairness for all residents underpins our enforcement approach, supporting tenants' rights while enabling responsible landlords to operate with clarity and confidence.

Aims of the Policy.

This policy sets out the council's approach to assessing, issuing and recovering civil penalties for housing and tenancy related offences. It aims to promote high standards across the private rented sector, deter non-compliance, and support the creation of well-maintained, sustainable homes that contribute to Winchester's wider ambitions, including tackling inequality, improving wellbeing, and supporting a greener, faster transition in line with its corporate goals.

Civil Penalties under the Renters' Rights Act 2025 and other housing legislation

This policy applies once the Council has made a decision to commence civil penalty proceedings.

In this policy, the term 'landlord' should be read as including letting agents, managing agents, licensors, property owners, corporate landlords, directors of corporate landlords, registered providers of social housing and any other person involved in the letting or management of accommodation.

In this policy, the term 'corporate landlord' should be read as referring to a body corporate that meets the definition of 'landlord' above.

In this policy, the terms 'House in Multiple Occupation' or 'HMO' are defined by the Housing Act 2004.

The following breaches are subject to a civil penalty with a statutory maximum of £7,000:

- Failure to give a written statement of terms and any other prescribed information under section 16D of the Housing Act 1988.
- Attempting to let a property for a fixed term under section 16E of the Housing Act 1988.
- Attempting to end a tenancy by service of a notice to quit under section 16E of the Housing Act 1988.
- Attempting to end a tenancy orally or requiring that it is ended orally under section 16E of the Housing Act 1988.
- Serving an eviction notice that attempts to end a tenancy outside the prescribed section 8 process under section 16E of the Housing Act 1988.
- Relying on a ground where the landlord does not reasonably believe that the landlord is/will be able to obtain possession under section 16E of the Housing Act 1988.
- Failing to provide a tenant with prior notice that a ground which requires it may be used under section 16E of the Housing Act 1988.
- Failure to give an existing tenant prescribed information about changes made by the Renters' Rights Act 2025 in the prescribed form and timeframe under paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025.
- Discrimination relating to children in the lettings process under section 33 of the Renters' Rights Act 2025.
- Discrimination relating to benefits in the lettings process under section 34 of the Renters' Rights Act 2025.
- Failure to specify proposed rent within a written advertisement or offer under section 56 of the Renters' Rights Act 2025.
- Inviting, encouraging or accepting any offer of rent greater than the stated rate under section 56 of the Renters' Rights Act 2025

The following breaches are subject to a civil penalty with a statutory maximum of £40,000:

- Breach of duty under Regulation 3, 3B, 3C, and 3D of The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020.

The following offences are subject to a civil penalty with a statutory maximum of £40,000:

- Unlawful eviction and harassment of occupied under section 1 of the Protection from Eviction Act 1977
- Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn under section 16J of the Housing Act 1988
- Conduct giving rise to liability under s.16I, where within the preceding five years the landlord has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct under section 16(J) of the Housing Act 1988.
- Relying on a ground knowing the landlord would not be able to obtain possession or being reckless as to whether they would under section 16J of the Housing Act 1988.
- Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 under section 16J of the Housing Act 1988.
- Breach of a banning order under section 21 of the Housing and Planning Act 2016.
- Failure to comply with an Improvement Notice under section 30 of the Housing Act 2004.
- Contravention of an overcrowding notice under section 139 of the Housing Act 2004.
- Failure to obtain a selective licence under section 95 of the Housing Act 2004.
- Failure to obtain an HMO licence under section 72 of the Housing Act 2004.
- Knowingly permitting over-occupation of an HMO under section 72 of the Housing Act 2004.
- Failure to comply with management regulations in respect of HMOs under section 234 of the Housing Act 2004.
- Failure to comply with HMO licence conditions under section 72 of the Housing Act 2004.
- Failure to comply with selective licence conditions under section 95 of the Housing Act 2004.

If a landlord has committed multiple breaches or offences, a separate civil penalty can, and usually will, be imposed for each breach and offence. In each case, the level of any civil penalty imposed will be determined in accordance with this policy.

If multiple landlords have committed the same breach or offence at the same property, a separate civil penalty can, and usually will, be imposed on each

offender. In each case, the level of civil penalty imposed on each offender will be in accordance with this policy.

This policy outlines the Council's methodology and mechanism for assessing and setting the level of a civil penalty at all stages where a civil penalty is under consideration, including the preparation of a notice of intent, and where a final decision has been made to impose a civil penalty.

When applying the civil penalties matrix, interim calculations at individual stages may result in figures that exceed the statutory maximum. Where the final amount reached following application of all relevant steps exceeds the statutory maximum, the civil penalty will be reduced to the applicable statutory maximum.

The Council considers the need for transparency and consistency to be of primary importance to ensure fairness in the discharge of its functions. The general objective of this policy is, therefore, to promote both transparency and consistency in the imposition of financial penalties so that those involved in the letting or management of accommodation (a) know how the Council will generally penalise relevant breaches and offences and (b) are assured that, generally, like cases will be penalised similarly, and different cases penalised differently.

The Council recognises that, despite its best efforts, landlords may operate unlawfully for a significant period without detection, and that only a proportion of those committing relevant breaches and offences will be identified. Accordingly, the Council seeks to ensure that civil penalties are set at a level that makes it clear to the landlord concerned and to others that operating unlawfully as a landlord is financially disadvantageous when compared to operating lawfully.

The Council has a duty to act fairly, transparently, and consistently when assessing civil penalties. To maintain fairness between all landlords, the Council will not give weight to claims advanced as factors that might reduce the amount of a civil penalty unless those claims are supported by evidence that the Council reasonably considers to be relevant, reliable, credible, and sufficient in scope and detail to enable proper assessment of the claim, having regard to the nature of the claim, the information ordinarily available to the landlord, and the need for consistent and fair decision-making. Allowing inadequately evidenced assertions to influence outcomes would risk rewarding those who provide incomplete or misleading information and would create an unfair advantage over landlords who provide a full and properly evidenced account. Accordingly, the Council expects landlords against whom a civil penalty is being considered to provide all documents and records that would ordinarily exist if their account were accurate. Where such evidence is not provided, and no explanation that the Council considers adequate is given; the Council may draw an adverse inference.

Where claims are advanced without sufficient supporting evidence, the Council may request specified supporting material before determining whether to issue a final notice or whether any mitigation has been sufficiently evidenced so as to justify a lower civil penalty.

The further objectives of using financial penalties as a means of enforcing the above breaches and offences are explained below.

Statutory Guidance

The Government has issued statutory guidance entitled “Civil penalties under the Renters' Rights Act 2025 and other housing legislation”. The Council has regard to this guidance in the exercise of their functions in respect of civil penalties.

The Council has considered the following factors in developing this civil penalty policy to help ensure that the civil penalty is set at an appropriate level.

Severity of the breach or offence. The more serious the breach or offence, the higher the penalty should be.

Culpability and track record of the offender. A higher penalty will be appropriate where the offender has a history of failing to comply with their obligations, and/or their actions were deliberate, and/or they knew, or ought to have known, that they were in breach of their legal responsibilities.

The harm caused to the tenant. This is a very important factor when determining the level of penalty. The greater the actual harm or the potential for harm, principally to the tenant but also potentially the local community, the higher the penalty should be.

Punishment of the offender. The penalty should, in a way that is fair, both punish the offender and demonstrate the consequences of not complying with their responsibilities.

Deter the offender from repeating breaches or offences. The ultimate goal is to prevent any further offending and help ensure that the offender fully complies with all of their legal responsibilities in future. The level of the penalty should therefore be set at a level that it is likely to have a very significant deterrent effect.

Deter others from committing similar breaches or offences. While the fact that someone has received a civil penalty may not be in the public domain, the civil penalty policy itself will be and local authorities should consider how their formal enforcement activity can be effectively publicised.

An important part of deterrence is the realisation on the part of landlords that the local housing authority is proactive in levying civil penalties where the need to do so exists and the civil penalty will be set at a high enough level such that operating lawfully will be the sensible financial choice.

Remove any financial benefit the offender may have obtained as a result of committing the breach or offence. The principle here is that it should not be in the offender's financial interest to commit a breach or offence rather than comply, for example that the penalty for breaching licensing conditions in respect of occupancy of a property is less than the additional rent received as a result of the over-crowding. The absence of any financial benefit to the landlord does not mean though that the penalty should be reduced.

Civil Penalties Matrix

In determining the level of a civil penalty, officers will have regard to the matrix set out below. The matrix consists of the following sequential steps:

1. Determining the starting point based on the seriousness of the breach or offence.
2. Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord ("Landlord Type")
3. Mitigating and aggravating factors the Council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants.
4. Financial considerations.
5. Applying the totality principle.

Starting point based of seriousness of the breach or offence

The Ministry of Housing, Communities & Local Government has provided statutory guidance that prescribes starting points for all breaches and offences based on the seriousness of the breach or offence. The exception to this prescription is for breaches of licensing conditions under sections 72(3) and 95(2) of the Housing Act 2004, where the Council has determined its own starting levels based on the seriousness of the specific licence condition or type of licence condition that has not been complied with.

Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord (“Landlord Type”)

While all landlords are expected to comply fully with their legal obligations, the Council considers that a higher standard of professionalism and regulatory awareness is reasonably expected of landlords who operate at greater scale, who have greater experience, or who are involved in more complex forms of letting. Where such landlords fail to comply with their obligations, this will ordinarily justify a higher civil penalty.

A higher degree of professionalism is expected of landlords who:

- Control, own, or manage a significant portfolio of properties;
- Have significant experience in the letting or management of property;
- Are or have been involved in the letting or management of Houses in Multiple Occupation (HMOs);
- Are corporate landlords; or
- Are or have been directors of corporate landlords.

An upward adjustment of 20% of the applicable starting point will be applied where the landlord meets any one or more of the following criteria:

- The landlord has, at any point in time, controlled, owned, or managed six or more properties. These properties need not have been held concurrently or at the time civil penalty proceedings are brought.
- The landlord has, at any point in time, controlled, owned, or managed three or more properties that operated as HMOs, whether or not concurrently.
- The landlord is, or has previously been, a director of a corporate landlord.
- The landlord is a corporate landlord.
- The landlord has, in the Council’s assessment and by reference to the available evidence, significant experience in the letting or management of property.

A downward adjustment of 20% of the applicable starting point will be applied only where all of the following criteria are met:

- The landlord has, at any point in time, controlled, owned, or managed no more than two properties.
- The landlord has controlled, owned, or managed no more than one property that has operated as an HMO, at any point in time.
- The landlord has, in the Council’s assessment and by reference to the available evidence, very limited experience in the letting or management of property.

Mitigating and aggravating factors the council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants.

To promote fairness and consistency in the administration of civil penalties, the Council will apply a structured and consistent framework when determining the extent to which mitigating and aggravating factors affect the quantum of any civil penalty.

General approach

Each breach or offence may have offence – specific mitigating and/or aggravating factors, which will be considered alongside the generic factors below.

Where multiple civil penalties are issued under this policy against the same landlord at the same time, and except where expressly stated otherwise, mitigating and aggravating factors will be considered and applied separately to each civil penalty when determining the quantum of each penalty.

Mitigating factors

The council may reduce the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of mitigating factors.

Only in exceptional circumstances may the council depart from the application of this policy in respect of mitigating factors and apply a reduction in excess of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple mitigating factors.

Within the framework of this policy, the council has not sought to provide an exhaustive list of mitigating factors, recognising that a wide range of circumstances may potentially give rise to mitigation. However, the following generic mitigating factors will be considered in respect of each breach or offence:

Steps taken to remedy the basis of the breach or offence

Non-exhaustive examples include:

- Promptly remedying all elements of the breach or offence after receiving communication from the Council.
- Promptly remedying all the significant elements of the breach or offence leaving only less significant elements of the breach or offence.

A high level of cooperation.

Non – exhaustive examples include:

- Proactive provision of significant information the council reasonably considers relevant beyond that required by a statutory notice.

Acceptance of liability.

Non – exhaustive examples include:

- Accepting liability before or within the period for representations.

Health circumstances

Non exhaustive examples include:

- A serious health condition or medical incident experienced by the landlord during, or in the period immediately preceding, the breach or offence, where there is clear and reliable evidence that the condition had a direct and material impact on the landlord's ability to comply with the relevant legal obligation. Examples may include, but are not limited to, a heart attack, stroke, cancer diagnosis, or other acute or serious medical event causing significant incapacity or impairment.

Diminished culpability (limited responsibility)

Non-exhaustive examples include:

- A joint landlord who has evidenced that compliance arrangements for the subject property were directed and controlled by another joint landlord, and not by them.
- A landlord who became involved only after an unforeseen change in circumstances (such as the death of the previous landlord) and who committed the breach or offence only for a limited period while putting their affairs in order.

The instruction of a managing or letting agent, or reliance on an agent's actions or omissions, will not of itself constitute diminished culpability.

Aggravating factors

The Council may increase the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of aggravating factors.

Only in exceptional circumstances may the Council depart from the application of this policy in respect of aggravating factors and apply an increase in excess

of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple aggravating factors.

The following generic aggravating factors will be considered in respect of each breach or offence:

Previous history of non-compliance.

Non-exhaustive examples include:

- Previous successful prosecutions (including relevant spent convictions), previous civil penalties, previous rent repayment orders, previous works in default, previous simple cautions.

Concurrent investigations or proceedings relating to other civil penalties, prosecutions, or rent repayment orders will not be treated as previous non-compliance.

Non – cooperation with the Council

Non-exhaustive examples include:

- Failure to comply with notices issued under section 16 of the Local Government (Miscellaneous Provisions) Act 1976, section 235 of the Housing Act 2004, or section 114 of the Renters' Rights Act 2025.
- Failing to provide a substantive response to a letter of alleged offence.
- Failing to attend previously agreed meetings.

Where the Council has prosecuted, or is pursuing a prosecution, in respect of the same act or omission involving failure to provide legally required information (including failure to comply with a statutory notice), that conduct will not also be treated as an aggravating factor for the purposes of setting the civil penalty, in order to avoid double counting.

Where multiple civil penalties are imposed against the same landlord at the same time, this aggravating factor will be applied only to the civil penalty with the highest starting point, unless there is a clear and reasoned basis for applying it differently.

Deliberate intent or negligence when committing the offence

Non-exhaustive examples include:

- Knowledge that the breach or offence was occurring.
- Continuation of offending after communication from the Council.

- Premeditation or planning, including steps taken to prevent detection or effective investigation.
- Providing false or misleading information to the Council.
- Applying pressure to occupants to deter cooperation with the Council.

The number of occupants affected

Non-exhaustive examples include:

3-5 occupants affected.

Duration on non-compliance

Non-exhaustive examples include:

The offence or breach occurred over a 3–6 month period.

Vulnerability of occupants

Non-exhaustive examples include children and young adults, persons vulnerable by reason of age, disability or sensory impairment, persons with drug or alcohol dependency, victims of domestic abuse, children in care, persons with complex health needs, persons who do not speak English as a first language, victims of trafficking or sexual exploitation, refugees, asylum seekers, and pregnant women.

Financial considerations

The Council will review the quantum of the civil penalty and consider whether it is sufficient to act as an effective deterrent to future non-compliance. Where the Council has evidence that it considers to be sufficiently reliable regarding rental income and/or asset value from the landlord's, it may determine that an increase in the level of the penalty is appropriate in order to achieve effective deterrence.

It is essential that, as an absolute minimum, landlords do not financially benefit from their offending behaviour.

Financial circumstances will ordinarily be considered after any written representations have been received and as part of the determination of any final notice.

Where a landlord seeks to rely on a strained or limited financial position as a basis for reducing the level of a civil penalty, that position must be supported by appropriate and verifiable evidence sufficient to enable the Council to assess the landlord's financial position consistently, objectively, and transparently. Unsupported assertions, partial disclosure, or selective provision of information will not be given weight.

At a minimum, and where such information exists, the following should be provided as part of any written representations:

- The last three full tax years full self-assessment tax returns filed with HMRC, including all additional and supplemental pages;
- The last three full tax years' SA302 documents & tax year overviews;
- The last three months' payslips;
- The last three years P60 certificates;
- The last twelve months' Universal Credit payment statements;
- A list of all property assets owned or jointly owned (not limited to rental properties), together with corresponding Land Registry title documents;
- A list of all property assets owned, or held on a long lease, by any corporate entity in which the landlord has a beneficial interest, together with corresponding Land Registry documentation;
- The most recent annual mortgage statement for each property, or the last twelve months' mortgage statements where the mortgage has been in place for less than twelve months;
- Valuation statements for all ISAs held;
- Statements from any crypto asset exchange accounts showing balances and valuations;
- A list of all shareholdings;
- Recent bank statements for any account holding a balance in excess of £5,000;
- Recent statements for all secured and unsecured loans;
- Bankruptcy orders and official notifications of bankruptcy.

Where the Council is not satisfied that it has been provided with sufficiently reliable, complete, and accurate information to assess the landlord's financial position, the Council may draw the inference that the landlord is able to pay the civil penalty as imposed.

A claimed inability to pay will not, of itself, outweigh the need to ensure effective deterrence or to remove any financial benefit obtained as a result of the breach or offence.

The totality principle

The council will have regard to the totality principle to ensure that the overall outcome of its enforcement action is just and proportionate. In exceptional cases and having regard to the particular circumstances of the case, the council may take account of totality at an earlier stage by deciding not to pursue a civil penalty in respect of a specific breach or offence where doing so would render the overall outcome disproportionate.

In general, however, the application of the totality principle will form the final step in the Council's decision-making process, undertaken after any written representations have been considered and before final notices are issued, once the level of each individual civil penalty has been assessed in accordance with this policy.

As a final step before issuing final notices, the council will consider whether multiple civil penalties being imposed under this policy against the same landlord at the same time result in aggregate amount that is just and proportionate. Where the council concludes that the aggregate amount would not be just and proportionate, it will consider whether a proportionate reduction of the penalties is appropriate.

The totality principle does not operate across different legal persons who are separately liable in law, nor does it operate across civil penalties imposed at different times. In general, it applies only to multiple civil penalties imposed under this policy on the same person at the same time. Where, however, legislation provides that an officer of a body corporate, or a person concerned in its management, may be separately liable in relation to the same conduct as the body corporate, and that officer also holds a shareholding interest in the body corporate, the Council will, where civil penalties are imposed at the same time on both the body corporate and the officer arising from that same conduct, consider whether the combined outcome results in punitive duplication and is therefore not just and proportionate.

Where a reduction is applied under the totality principle, the Council will ordinarily do so by applying a uniform percentage reduction across all relevant civil penalties being issued at the same time, being those civil penalties that form part of the same totality assessment. Where, however, the application of the totality principle is required to address punitive duplication arising from a shared economic interest between a body corporate and an officer, the Council may apply a differential adjustment to ensure that the overall outcome is just and proportionate.

This approach reflects the statutory guidance on the application of the totality principle and is intended to promote consistency, transparency, and proportionality, while avoiding arbitrary or selective adjustment of individual penalties.

In accordance with the statutory guidance, any rent repayment orders made in respect of the same breach or offence will be disregarded for the purposes of assessing the totality of civil penalties under this policy.

Offences and breaches where a civil penalty may be levied and relevant considerations as to the level of that penalty

Protection from Eviction Act 1977 offences

Unlawful eviction and harassment of occupier - Section 1 of the Protection from Eviction Act 1977

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Violence or threats of violence.
- Disposal of possessions or threats to dispose of possessions.
- Breach or evasion of an injunction or undertaking.
- Loss of home.

Housing Act 1988 breaches and offences

Failure to give a written statement of terms and any other prescribed information - Section 16D of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Breach-specific mitigating factors:

- Provision of some of the required terms and prescribed information within the required period.

Breach-specific aggravating factors:

- None.

Attempting to let a property for a fixed term - Section 16E(1)(a) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Attempting to end a tenancy by service of a notice to quit - Section 16E(1)(b) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- Tenant vacates property within four months of the attempt to end a tenancy by service of a notice to quit.

Attempting to end a tenancy orally or requiring that it is ended orally - Section 16E(1)(c) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- Tenant vacates property within four months of the attempt to end a tenancy orally.

Serving a possession notice that attempts to end a tenancy outside the prescribed Section 8 process - Section 16E(1)(d) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- Tenant vacates property within four months of the attempt to end a tenancy outside the prescribed Section 8 process.

Relying on a ground where the person does not reasonably believe that the landlord is, will, or may be able to obtain possession on that ground and the tenant(s) surrendered the tenancy within the period of four months beginning with the date of the contravention, without an order for possession of the dwelling-house being made - Section 16E(1)(e) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Failing to provide a tenant with prior notice that a ground which requires it may be used - Section 16E(1)(f) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Failure to give an existing tenant prescribed information about changes made by the Renters' Rights Act 2025 in the prescribed form and timeframe - paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025 (The power to impose a civil penalty for this breach is contained in Section 16I(1) of the Housing Act 1988, as amended by paragraph 7(1) of Schedule 6 to the Renters' Rights Act 2025)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Breach-specific mitigating factors:

- Provision of some of the required prescribed information within the required period.
- Provision of prescribed information but not in the prescribed form.

Breach-specific aggravating factors:

- None.

Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn — Section 16J(3) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent breaches added together	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Conduct giving rise to liability under s.16I, where within the preceding five years the person has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct – Section 16(J)(4) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent breaches added together	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

Offence-specific mitigating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under Section 16I of the Housing Act 1988.

Offence-specific aggravating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under Section 16I of the Housing Act 1988.

Relying on a ground where the person knows that the landlord would not be able to obtain an order for possession on that ground, or being reckless as to whether the landlord would be able to do so and the tenant(s) surrendered the tenancy within the period of four months beginning with the date the ground was relied on, without an order for possession of the dwelling-house being made – Section 16J(1) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£30,000	£40,000	£24,000	£30,000	£36,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 - Section 16J(2) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Housing and Planning Act 2016 offences

Breach of a banning order - Section 21(1) of the Housing and Planning Act 2016

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- A single, isolated incident.

Offence-specific aggravating factors:

- Concealment or evasion.

Renters Rights Act 2025 breaches

Discrimination relating to children in the lettings process – Section 33(1) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Discrimination relating to benefits in the lettings process – Section 34(1) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Failure to specify proposed rent within a written advertisement or offer – Section 56(2) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

Inviting, encouraging or accepting any offer of rent greater than the stated rate – Section 56(3) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- None.

The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 breach of duties

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (3)(b), (3)(d), (3)(e). Regulation 3D: (a), (b), (c), (f)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£5,000	£40,000	£4,000	£5,000	£6,000

Breach-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Breach-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (1)(a), (1)(b), (1)(c), (3)(a), (3)(c), (3)(ca), (5)(b), (5)(c). Regulation 3B: (1)(a), (1)(b), (1)(c). Regulation 3C: (1), (2)(a). Regulation 3D: (d), (e)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Breach-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Breach-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (4), (5a), (6). Regulation 3C: (2)(b), (4)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Breach-specific mitigating factors:

- None.

Breach-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Housing Act 2004 breaches and offences

Failure by the responsible person to secure the removal of a Category 1 hazard at qualifying residential premises, other than the common parts of a building containing one or more flats, where it would have been reasonably practicable for them to do so - Section 6A of the Housing Act 2004.

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Breach-specific mitigating factors:

- Access prevented by occupant(s) despite appropriate landlord steps

Breach-specific aggravating factors:

- None.

Failure to comply with an improvement notice - Section 30(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.
- Whether the property is unoccupied once the deadline for compliance has passed.
- Access to the property was prevented by the actions or refusal of the occupant(s) and a landlord can evidence that they took steps to obtain access to the property for the purpose of carrying out the required works, but those steps fell short of establishing a reasonable excuse for non-compliance.

Offence-specific aggravating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.

Failure to comply with an overcrowding notice - Section 139(7) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The level of overcrowding present.

Failure to obtain an HMO licence - Section 72(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£17,000	£40,000	£13,600	£17,000	£20,400

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The landlord has knowledge or experience of licensing requirements.
- The condition and/or facilities of the unlicensed property.

Knowingly permitting over-occupation of an HMO - Section 72(2) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- There are suitable amenity and space provisions in the HMO.

Offence-specific aggravating factors:

- The level of over-occupation present.

Failure to Comply with The Management of Houses in Multiple Occupation [England] Regulations 2006 and The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 – Section 234(3) of the Housing Act 2004

The Management of Houses in Multiple Occupation (England) Regulations 2006 impose duties on the persons managing HMOs in respect of:

- Providing information to occupiers [Regulation 3]
- Taking safety measures, including fire safety measures [Regulation 4]
- Maintaining the water supply and drainage [Regulation 5]
- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [Regulation 6]
- Maintaining common parts [Regulation 7]
- Maintaining living accommodation [Regulation 8]
- Providing sufficient waste disposal facilities [Regulation 9]

The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 impose duties on the persons managing HMOs as defined by Section 257 Housing Act 2004 in respect of:

- Providing information to occupiers [regulation 4]
- Taking safety measures, including fire safety measures [regulation 5]
- Maintaining the water supply and drainage [regulation 6]
- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [regulation 7]
- Maintaining common parts [regulation 8]
- Maintaining living accommodation [regulation 9]
- Providing sufficient waste disposal facilities [regulation 10]

Where there are multiple breaches of a single Management Regulation at a single HMO, a single civil penalty will be imposed which will cover all the breaches of that Management Regulation.

Where multiple Management Regulations have been breached at a single HMO, a separate civil penalty will be imposed for each Management Regulation that has been breached.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to provide information to occupier	£3,000	£40,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The landlord has refused to provide any outstanding contact information more than 48 hours after it has been requested by an occupant or on behalf of an occupant.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to take safety measures	£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain water supply and drainage	£10,000	£40,000	£8,000	£10,000	£12,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to supply and maintain gas and electricity	£12,000	£40,000	£9,600	£12,000	£14,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain common parts, fixtures, fittings and appliances	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain living accommodation	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
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Duty to provide waste disposal facilities	£7,000	£40,000	£5,600	£7,000	£8,400
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Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The lack of sufficient refuse and/or litter containers either inside and/or outside the property has been previously reported
- The refuse and/or litter that requires disposal includes hazardous materials

Breach of licence conditions – Section 72(3) Housing Act 2004

All granted HMO licences impose a set of conditions on the licence holder. It is important that the licence holder of a licensed property complies with all imposed conditions, but the Council recognises that a failure to comply with certain licence conditions is likely to have a much bigger impact on the safety and comfort of residents than others.

The starting levels for each different type of licence condition breach is set out below based on the seriousness of the offence. Where a licence condition could be interpreted to fall within two different potential starting levels, the higher starting level will be chosen.

Where multiple licence conditions have been breached at a single property, a separate civil penalty will be imposed for each licence condition that has been breached.

Failure to comply with licence conditions related to:

- ***Signage or the provision of information for tenants***
- ***Provision of written terms of occupancy for tenants***
- ***Procedures regarding complaints***
- ***Procedures regarding vetting of incoming tenants***
- ***Compliance with deposit protection legislation***

- *The recording and provision of information regarding rent payments*
- *Procedures relating to rent collection*
- *The provision of information regarding occupancy of the property*
- *The provision of information regarding change of managers or licence holder details*
- *The provision of information related to changes in the property*
- *Requirements relating to the sale of the property*
- *Attending training courses*
- *Requirements to hold insurance*
- *The provision of insurance documentation*
- *The provision of or obtaining of suitable references*
- *The provision of keys and alarm codes*
- *Security provisions for access to the property*
- *The provision of suitable means for occupiers to regulate temperature*
- *Carrying out items on a schedule of works not otherwise mentioned in the HMO licence conditions section of this policy, relating to non-compliance with items on a schedule of works*

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£40,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***Procedures and actions regarding Inspections***

- ***Procedures regarding Repair issues***
- ***Maintenance and use of common parts (including gardens, outbuildings and property exterior) and living areas***
- ***Safeguarding occupiers and minimising disruption during works***
- ***The provision of information regarding alterations and construction works***
- ***Procedures regarding emergency issues***
- ***Waste and waste receptacles, pests, minor repairs, alterations or decoration.***
- ***Giving written notice prior to entry***
- ***Allowing access for inspections***
- ***Minimising risk of water contamination***
- ***The compliance of furnishings or furniture with fire safety regulations***
- ***Carrying out items on a schedule of works in relation to provision of mechanical extraction or electrical sockets***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***The provision of documentation regarding energy performance certificates, fire detection and prevention, emergency lighting, carbon monoxide detection, fire risk assessments, gas installations, electric installations and appliances***
- ***Notification of legal proceedings, contraventions and other relevant information that may affect a fit and proper person status***

- **Procedures and actions regarding ASB**
- **Carrying out items on a schedule of works in relation to the provision of personal hygiene facilities, kitchen facilities or heating**

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- **Minimum floor areas**
- **Occupancy rates**
- **Occupancy of rooms or areas that are not to be used as sleeping accommodation**
- **Limits on number of households allowed to occupy the property or part of the property**

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***The condition or existence of smoke alarms, carbon monoxide alarms, emergency lighting, gas installations, electric installations and appliances, fire detection or other fire safety features or requirements***
- ***The provision and maintenance of safe means of escape, including requirements to keep escape routes and exits free from obstruction***
- ***Carrying out items on a schedule of works in relation to fire safety or the provision of a Carbon Monoxide detector***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Process for imposing a civil penalty and the right to make written representations

Notice of intent

Before imposing a civil penalty on a landlord, the Council will give the landlord a notice of intent. The notice of intent will set out:

- The amount of the proposed civil penalty
- The reasons for proposing to impose the civil penalty
- Information about their right to make written representations
-

Right to make written representations

A landlord who is given a notice of intent may make written representations to the Council about the proposal to impose a civil penalty. Any representations must be made within a period of 28 days beginning with the day after the date on which the notice of intent was given.

Decision after the representations period

After the end of the period for representations the Council will:

- Decide whether to impose a civil penalty on the landlord; and
- If it decides to impose a civil penalty, decide the amount of the penalty. This amount can be higher or lower than the amount stated in the notice of intent.

A landlord's rectification of the identified breach or offence during the representations period will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. However, compliance at that stage will usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Similarly, an admission of liability will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. An admission of liability will, however, usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Final notice

If, following the receipt of written representations and/or the expiry of the time period to make written representations, the Council decides to impose a civil penalty on the landlord, it will give the landlord a final notice imposing that penalty.

The final notice will set out:

- The amount of the civil penalty
- The reasons for imposing the penalty
- Information about how to pay the penalty
- The period for payment of the penalty
- Information about rights of appeal
- The consequences of failure to comply with the notice

Discount for prompt payment

Where a civil penalty imposed by a final notice is paid in full within the period specified in that notice (normally 28 days beginning with the day after the final notice is given), the Council will apply a discount of 15% to the amount of the civil penalty.

The availability of the discount is conditional upon full payment being received within the specified period. The discount period will not be extended or suspended by the bringing of an appeal. A landlord who chooses to appeal may still benefit from the discount by paying the civil penalty in full within the specified period; however, where payment is not made within that period, the discount will not apply.

Illustrative example of the application of the discount

The landlord of an HMO property fails to obtain a licence. They only operate two HMO properties, and there are no other relevant factors or aggravating features. The starting point for the offence under the Council's civil penalties matrix is £17,000.

Following the issue of a notice of intent proposing a civil penalty of £17,000, the landlord makes written representations. Having considered those representations, the Council determines to impose a civil penalty of £16,000, as set out in the final notice.

If the landlord pays the civil penalty in full within the payment period specified in the final notice, a 15% prompt payment discount is applied, resulting in a discounted payment of £13,600.

Appeals

A landlord who is given a final notice may appeal to the First-tier Tribunal (Property Chamber) against the decision to impose a civil penalty and/or the amount of the civil penalty. Any appeal must be made within 28 days beginning with the day after the date on which the final notice was given.

Where an appeal is brought, the final notice is suspended until the appeal is finally determined or withdrawn.

An appeal to the First-tier Tribunal is by way of a re-hearing of the Council's decision. In determining an appeal, the Tribunal may have regard to matters of which the Council was unaware at the time the decision to impose the civil penalty was made.

The Tribunal may dismiss an appeal if it is satisfied that the appeal is frivolous, vexatious, an abuse of process, or has no reasonable prospect of success.

The First-tier Tribunal may invite the parties to consider mediation or another form of alternative dispute resolution. The Council will not generally agree to mediation in relation to the level of a civil penalty, as civil penalties are determined by reference to this Policy to promote fair, consistent, and proportionate outcomes. Agreeing reductions outside the Policy framework would risk undermining consistency and the Council's enforcement objectives.

On determination of an appeal, the Tribunal may:

- Confirm the civil penalty
- Vary the amount of the civil penalty (whether by increase or reduction)
- Cancel the civil penalty

Where the Tribunal varies a civil penalty by increasing its amount, it may do so only up to the applicable statutory maximum for the relevant breach or offence (£7,000 or £40,000, as applicable).

A party to the appeal may apply for permission to appeal the decision of the First-tier Tribunal to the Upper Tribunal (Lands Chamber).

Appendix 3 – Equality Impact Assessment**Winchester City Council****Equality Impact Assessment (EqIA)****Section 1 - Data Checklist**

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

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

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	This is a revised Private Sector Housing Enforcement Policy and new Private Sector Housing Civil Penalties Policy being introduced as part of the council's implementation of the Renters Rights' Act to ensure compliance with new legal duties. It replaces the former Private Sector Housing Policy.
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	All colleagues in the Private Sector Housing Team have provided input and comments on the writing and the content of the policy, as well as the councils' LGR partners, Legal and Procurement Teams.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	
4	Do you have any concerns regarding the implementation of this policy or project? <i>(i.e. Have you completed a self-assessment and action</i>	No	The policy outlines how the council will undertake its functions in respect of the Renters Rights' Act 2025 and other housing legislation.

	<i>plan for the implementation of your policy or project?)</i>		
5	Does any accessible data regarding the area which your work will address identify any areas of concern or potential problems which may impact on your policy or project?	No	Nothing identified
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	Wrote and delivered the Private Sector Housing Disabled Facilities Grant Policy 2025-2030.
7	Are there any other issues that you think will be relevant?	No	No concerns or issues were raised by members of the public following the publication of the previous Private Sector Housing Enforcement Policy

Section 2 - Your EqlA form

Directorate:	Your Service Area: Strategic Housing	Team: Private Sector Housing	Officer responsible for this assessment: John Corrie	Date of assessment: 24 th April 2026
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Private Sector Housing Enforcement Policy Private Sector Housing Civil Penalties Policy
2	Is this a new or existing policy?	A revised policy to replace the existing enforcement policy and a new civil penalties policy.
3	Briefly describe the aim and purpose of this work.	To set out how the council will exercise its statutory functions under the Renters Rights' Act and other Housing Legislation in a fair, transparent, consistent and proportionate manner. The policies

		aim to improve standards in the private rented sector (PRS) protect tenants and provide clarity to landlords and agents regarding compliance.
4	What are the associated objectives of this work?	<ul style="list-style-type: none"> • To protect the health, safety and wellbeing of tenants • To reduce poor housing conditions and hazards. • To ensure compliance with housing legislation. • To use enforcement and civil penalties proportionately and consistently.
5	Who is intended to benefit from this work and in what way?	Tenants living in the private rented sector and those in non-council owned housing as well as landlords and agents letting in the private rented sector market.
6	What are the outcomes sought from this work?	<ul style="list-style-type: none"> • Improved compliance with housing legislation. • Consistent and proportionate enforcement action and decision making. • Safer, healthier living conditions. • To maximise income generation through the consistent and proportionate issuing of civil penalties as a result of the Renters Rights 'Act 2025 which places a duty on the council to self-fund through enforcement action. • Appropriate use of civil penalties including with serious of persistent non – compliance. • Increased tenant confidence in engaging with the council.
7	What factors/forces could contribute or detract from the outcomes?	<p>Contribute</p> <ul style="list-style-type: none"> • An increase in staffing levels within the Private Sector Housing Team. • Local councillor member support.

		<ul style="list-style-type: none"> • Clear policy frameworks which directly align with the council's strategic priorities. • Increased partnership working. <p>Detract:</p> <ul style="list-style-type: none"> • If resources become limited • Fear of engagement from tenants • Insufficient income generation.
8	Who are the key individuals and organisations responsible for the implementation of this work?	<p>The principal team responsible for this work will be the Private Sector Housing Team and principally:</p> <ul style="list-style-type: none"> • John Corrie – Private Sector Housing Manager • Nadia St Omer – Strategic Tenancy Relations Officer • David Crowhurst – Private Sector Housing Technician • Matt Williams – Private Sector Housing Officer • Joe Beanland – Regulatory Compliance Officer Apprentice.
9	Who implements the policy or project and who or what is responsible for it?	The Private Sector Housing Manager in conjunction with Private Sector Housing Colleagues will implement and be responsible for these strategies.

		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	communication may need to be translated or interpreted.
10b	What existing evidence (either presumed or otherwise) do you have for this?	Winchester district has a relatively low proportion of residents from ethnic minority backgrounds compared to national averages, but some tenants may have limited English proficiency. There is no evidence that enforcement action would impact individuals		

		<p>differently on the basis of race. The most recent census data available identifies that 97.2% of the district's population state "English" as their main language. The need for translation or interpretation letters is therefore likely to be low. However, all aspects of communication will comply with the council's Equality Policy and access to translation services can be provided if required.</p>		
11a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?</p>	Y	N	
11b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of sex and are based solely on property condition and legal compliance.</p>		
12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 	Y	N	
12b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of disability and are based solely on property condition and legal compliance.</p> <p>Suitable assistance will be provided to those residents if needed in line with the council's Equality policy.</p>		

		<ul style="list-style-type: none"> • Undertaking home visits should homeowners have a physical disability that prevents them from easily attending at the council offices • Accessing telephone translation services should language be a barrier to communication • Use of a hearing loop in the city office reception for those hard of hearing • Providing letters in large font format 		
13a	Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?	Y	N	
13b	What existing evidence (either presumed or otherwise) do you have for this?	There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of sexual orientation and are based solely on property condition and legal compliance.		
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	It is recognised that not all residents may have access to computers and are able to communicate electronically. This can be the case across all age groups but there is the potential for a proportion of persons in the older age group to be more greatly affected.
14b	What existing evidence (either presumed or otherwise) do you have for this?	None, however, in line with the council's equality policy the offer of different communication methods will be offered as this helps ensure that the information and dialogue is encouraged with all residents, regardless of their communication preference.		
15a	Could the policy or project have the potential to affect individuals or communities on the basis of	Y	N	It is acknowledged that some faiths / religions require worship on particular days and therefore may not be able

	religious belief differently in a negative way?			to attend appointments / meetings due to this.
15b	What existing evidence (either presumed or otherwise) do you have for this?	There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of religious belief and are based solely on property condition and legal compliance. However, it is acknowledged that some faiths / religions require worship on particular days and therefore may not be able to attend appointments / meetings due to this.		
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	
16b	What existing evidence (either presumed or otherwise) do you have for this?	There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of gender reassignment and are based solely on property condition and legal compliance.		
17a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	
17b	What existing evidence (either presumed or otherwise) do you have for this?	There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of marital or civil partnership status and are based solely on property condition and legal compliance.		
18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	
18b	What existing evidence (either presumed or otherwise) do you have for this?	There is no evidence to suggest that the policies would have an impact on this characteristic as the policies apply equally regardless of pregnancy and maternity and are based solely on		

		property condition and legal compliance, however this would be considered when taking enforcement action to ensure that the resident is appropriately safeguarded if the need for temporary accommodation arises.
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19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N										
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	<table border="1"> <tr><td>Race: N</td></tr> <tr><td>Sex: N</td></tr> <tr><td>Disability: N</td></tr> <tr><td>Sexual orientation: N</td></tr> <tr><td>Age: N</td></tr> <tr><td>Gender reassignment: N</td></tr> <tr><td>Pregnancy and maternity: N</td></tr> <tr><td>Marriage and civil partnership: N</td></tr> <tr><td>Religious belief: N</td></tr> </table>	Race: N	Sex: N	Disability: N	Sexual orientation: N	Age: N	Gender reassignment: N	Pregnancy and maternity: N	Marriage and civil partnership: N	Religious belief: N
Race: N													
Sex: N													
Disability: N													
Sexual orientation: N													
Age: N													
Gender reassignment: N													
Pregnancy and maternity: N													
Marriage and civil partnership: N													
Religious belief: N													
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	No negative impacts identified.											
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	No negative impacts identified.									

Signed by completing officer	
Signed by Service Lead	

REPORT TITLE: HOMELESSNESS ROUGH SLEEPING AND DOMESTIC ABUSE GRANT

6 JULY 2026

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

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WARD(S): ALL

PURPOSE

This report is to inform Cabinet Committee Housing of the final funding allocations confirmed through the Local Government Finance Settlement for the three-year period 2026/27 to 2028/29 for the Homelessness, Rough Sleeping and Domestic Abuse Grant, and to seek approval for a proposed three-year spending plan setting out how this funding will be used over the medium term.

This new grant brings together the previous homelessness and rough sleeping revenue grants for the Prevention, Relief and Staffing element of the Homelessness Prevention Grant (HPG); and the Rough Sleeping Prevention and Recovery Grant (RSPARG). It also includes the Renters' Rights Act New Burdens funding and the Domestic Abuse Safe Accommodation Grant.

This is the first time MHCLG (Ministry of Housing Communities and Local Government) have provided a three-year funding plan to ensure councils' have the opportunity to invest in long-term solutions to prevent homelessness and this report sets out a proposed approach to deploying these resources in a planned and sustainable way over the three-year funding period (2026-2029).

This multi-year funding is intended by Government to support the shared ambition to move the homelessness system away from crisis response and towards prevention and early intervention, as set out in the cross-government Strategy on Homelessness and Rough Sleeping: A National Plan to End Homelessness published in December 2025. It also supports the Government's commitment to improve support for victims of domestic abuse.

The grant cannot be used on costs relating directly to temporary accommodation.

The council's 3-year combined funding is £2,661,474. Obviously, use of funding could be reviewed by the new Mid Hants Unitary Council in the future.

The report will also set out other spending proposals for the council to respond to its homelessness pressures through additional funding streams, 'Homes for Ukraine Grant' from Hampshire County Council (HCC) and spending from the homelessness grant reserve and the Ukraine (homelessness) reserve.

RECOMMENDATIONS:

Cabinet Committee: Housing is asked to:

1. Approve the Homelessness, Rough Sleeping and Domestic Abuse Grant Spending Plan for the three-year period 2026/27 to 2028/29, as set out at paragraph 11.18 of this report.
2. Agree to extend all the fixed term staffing contracts as set out in point 4.4 of the report.
3. Approve the allocation of £286,000 draw down from the Homelessness Grant reserve, to fund the Homelessness, Rough Sleeping and Domestic Abuse Spending Plan for 2026-27 and Approve the Homelessness Reserve Spending Plan set out at paragraph 11.24.
4. Approve the Homes for Ukraine spending plan and reserve plan as set out at paragraphs 11.33 and 11.40.
5. Approve the allocation of £47,856 for New Burden's funding associated with the Supported Housing (Regulatory Oversight Act) 2023 as set out in paragraph 11.44.
6. Approve a capital budget to purchase up to 2 properties up to the value of £500,000 in total, with 50% funded from the Ukrainian reserve (Homelessness) and 50% funded from the Homelessness reserve.
7. Delegate authority to the Strategic Director with housing responsibility, in consultation with the Cabinet Member for Healthy Communities, to agree any minor amendments to spending plans for the homelessness, rough sleeping and domestic abuse grant, the homelessness reserve grant, Homes for Ukraine funding, Ukrainian reserve and New Burdens funding related to the Renter's Rights Act and the Supported Housing Regulatory Oversight Act 2023 .

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

This report and the proposed spending plan supports all the priorities within the Council Plan 2025 – 2030 but specifically in respect of the Homes For All priority, ensuring we are reducing homelessness and ensuring a good supply of accommodation options.

1.1 Greener Faster

The spending plan contributes to the greener faster agenda by supporting more efficient use of housing stock and temporary accommodation options, reducing reliance on high-cost and high-carbon forms of temporary accommodation and enabling more sustainable housing solutions.

The spending plan makes a significant contribution to the Council Plan priority of Thriving Places, by supporting safe, inclusive and resilient communities where residents are able to live with dignity, stability and security by prioritising early intervention, homelessness prevention and rapid access to support, the spending plan helps reduce the social and environmental impacts of homelessness and rough sleeping on neighbourhoods, including the use of emergency accommodation, street homelessness both visible and hidden and repeat crisis presentations improving community cohesion and a sense of community safety.

Investment in outreach, Housing First, tenancy sustainment, domestic abuse support and personalised prevention funding enables individuals and families to remain settled in their communities wherever possible, maintaining access to employment, education, health services and social networks through partnership-based delivery models. Where homelessness cannot be prevented, the focus on rapid rehousing and sustainable accommodation solutions ensures that homelessness is rare, brief and non-recurring, limiting disruption to communities and public spaces.

The Spending Plan contributes directly to the Healthy Communities priority by addressing the housing, safety and wellbeing factors that underpin good physical and mental health.

Homelessness, rough sleeping and domestic abuse are strongly linked to poor health outcomes, including mental ill-health, substance misuse, increased use of acute health services and reduced life expectancy.

By prioritising prevention and early intervention including an investment in outreach provision, Housing First, personalised budgets, domestic abuse support and tenancy sustainment enables people facing multiple and complex needs to access coordinated assistance, improving engagement with health, social care and community services. Partnership working with voluntary and statutory agencies supports trauma-informed approaches, safeguarding, and continuity of care for those most at risk.

By reducing rough sleeping, improving access to safe accommodation, and supporting people to live in stable homes, the spending plan helps improve health outcomes, reduce health inequalities, and support stronger, healthier communities across the district.

1.2 Good Homes for All

The spending plan makes a significant contribution to the Council Plan priority of Homes for All, by focusing on the prevention of homelessness, reducing rough sleeping, and enabling residents to access and sustain suitable accommodation.

Investment in housing options, tenancy sustainment, resettlement, outreach and Housing First support ensures that people receive timely advice and practical assistance before a housing crisis escalates. Flexible prevention funding, personalised budgets, and partner prevention grants enable tailored responses to individual circumstances, improving housing stability and reducing the need for temporary accommodation.

1.3 Efficient and Effective

The proposed spending plan supports the Efficient and Effective priority by ensuring that homelessness, rough sleeping and domestic abuse funding is deployed in a planned, value-for-money and outcomes-focused way over the three-year period.

Multi-year funding enables the Council to move away from short-term, reactive interventions and invest in sustainable solutions that reduce demand over time, particularly through prevention, early intervention and tenancy sustainment. This approach reduces reliance on high-cost temporary accommodation and emergency responses, improving financial sustainability and service efficiency.

The plan continues the established and effective interventions funded from the Homelessness Prevention Grant, combining skilled in-house staffing with partner services to deliver statutory duties and a prevention and early intervention-based service. Investment in digital case management systems, workforce capacity and commissioning oversight ensures robust performance monitoring, accountability and continuous improvement.

Flexibility within the plan allows the council to respond to changing levels of demand and national policy requirements, while maintaining delivery within agreed budgets and approved outcomes.

1.4 Listening and Learning

The spending plan reflects the Listening and Learning priority by being informed by consultation, service insight, performance data and lived experience.

2 FINANCIAL IMPLICATIONS

The provision of the grant set out below is the final allocation for 2026/27 – 2028/29.

Year	Homelessness, Rough Sleeping and Domestic Abuse Grant Total	Funding for Homelessness and Rough Sleeping	Funding for Renters' Rights Act 2025 New Burdens	Funding for Domestic Abuse Safe Accommodation Grant
Financial Year 2026/27	£846,502	£761,349	£46,589	£38,564
Financial Year 2027/28	£904,932	£843,552	£21,937	£39,443
Financial Year 2028/29	£910,040	£869,781	£0	£40,259
Total Allocation Financial Years 2026 – 2029	£2,661,474	£2,474,682	£68,526	£118,266

The detailed spending plan sets out how the grant will be spent over the next 3 years. It should be noted that there is no guarantee of any additional grant top-up or future funding past 2028/29. The Mid Hants Unitary council may review the proposed use of funding when it comes into operation in the future.

The grant is proposed to be flexible to respond to current and emergency needs. The grant spend is reported annually to MHCLG.

2.1 **Temporary Accommodation (including emergency/interim accommodation)**

From 2026/27 funding for temporary accommodation is un-ringfenced and part of the Revenue Support Grant in the Local Government Finance Settlement. Funding relating directly to temporary accommodation has been separated out from the Homelessness, Rough Sleeping and Domestic Abuse grant to ensure that councils are focusing on prevention and early intervention activity.

The General Fund Bed and Breakfast (emergency and interim temporary accommodation costs) budget for 2026/27 is £350,000. Due to proposals in the Temporary Accommodation and pathways plan, temporary accommodation stock has increased and reliance on Bed and Breakfast is reducing. The Bed and Breakfast total spend for 2025/26 was £105,589.63.

The Homelessness Grant (Formerly Homelessness Prevention Grant) reserve as of 31 March 2026 is £1,449,345.

The purchase of two properties will mitigate future temporary accommodation costs and provide better temporary homes, until a permanent home is available. A business case for the acquisitions will be presented to a future meeting once suitable homes have been identified and funded from the Ukrainian (Homelessness reserve) and the Homelessness reserve.

2.2 Homes For Ukraine funding

The council will continue to receive a reduced amount of 'Homes for Ukraine' funding from Hampshire County Council until March 2028. The funding amount for 2026-27 is £196,988 with a provisional allocation of £132,613 for 2027-28.

As set out by HCC this is funding provided for the specialist posts (within the Resettlement team and the Communities team) at 100% of the previous levels provided for the first half of 2026/27 (April–September) (as previously agreed) and 50% from October 2026 to March 2027.

The Ukraine housing reserve as of 31 March 2026 is £941,584.

2.3 Asylum Dispersal funding

The council also received Asylum dispersal funding for 2025/26 of which £68,750 has been carried forward. Further Asylum dispersal funding will be received throughout 2026/27 which will be spent in line with the Home Office funding instructions.

2.4 Renters Rights Act New Burdens funding

The council also received New Burdens Funding for the Renters Rights Act in respect of Private Sector Housing functions. This is in addition to the New Burdens Funding as part of the Homelessness Grant in 2025/26 of £34,533.77 and 2026/27 of £68,048. This funding will fund the Regulatory Compliance Apprentice for 2025-27 and will be used to fund other burdens relating to the act.

It is anticipated that the work carried out by officers enforcing the Renters Rights Act will generate income to fund the posts moving forwards. This will be reviewed within 12 months time and alternative funding sought from the Homelessness grant reserve if this is not the case.

2.5 Other background

As of 31 March 2026 Hampshire County Council's Social Inclusion funding came to an end. This previously funded stage 1 and stage 2 accommodation in the District. West View House (stage 1 accommodation funded) closed a year ahead of the funding ceasing on 31 March 2025 and for the period of 2025/26 HCC provided the council with funding of £83,000 to fund a tenancy ready worker and the housing first worker for a 12 month period to enable the council to continue to provide housing support to the cohort who would have originally been accommodated at West View House. This also meant the end of £24,500 of funding which was previously provided to the council which the council provided as a grant directly to the Beacon.

The funding will ensure that the appropriate services to prevent homelessness are able to continue for the next 3 years, whilst drawing on the homelessness grant reserve.

- 2.6 The grant has historically funded and will fund for the next 3 years a number of fixed term posts. Therefore, provision has been made within the homelessness grant reserve for potential redundancy costs for these posts which is estimated at £100,000 depending on post holders at the time of contracts ending.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The principle statutory provisions relating to homelessness are set out in Part VII of the Housing Act 1996 (as amended). The Homelessness Reduction Act (HRA) 2017 also sets out duties with the aim of preventing and relieving homelessness and came into effect in April 2018.
- 3.2 The legislation sets out duties and powers that apply to local housing authorities in relation to people, who are homeless, or at risk of homelessness, having access to assistance provided they are eligible for assistance. The HRA 2017 introduced a new duty on local housing authorities to take reasonable steps to prevent homelessness. The intention behind this duty is to try and prevent households from becoming homeless, for example, supporting them to stay in their current accommodation, or providing financial support to secure alternative accommodation. The recommendations in this report support the principles of the HRA 2017 with a focus on prevention and early intervention options which will be provided through the interventions proposed.
- 3.3 The proposals set out in this report for the expenditure of this grant are either compliant with the Procurement Act 2023 (PA23) (contract) or are permitted under the subsidy control regime (grants). Ongoing legal and procurement support will be provided as required, in relation to the expenditure of the various grants.

4 WORKFORCE IMPLICATIONS

- 4.1 There are a number of workforce implications related to the grant spend as the grant directly funds a number of permanent and fixed term posts.

- 4.2 The table below sets out the current fixed term posts which have been funded by previous grants. Whilst there are no proposals within this spending plan for additional resources to be established, the proposals do seek to extending a number of existing fixed term posts. The table below sets out the current posts and the date the current fixed term contract comes to an end.
- 4.3 The proposals set out within the spending plan would extend all current fixed term posts funded by the Homelessness, Rough Sleeping and Prevention Grant until 31st March 2029. Subject to further grant funding for 2029/10 the posts could be extended further.
- 4.4 As a result of these posts being grant funded, provision has been made within the homelessness grant reserve for any redundancy costs required by 2029.

Current Post	Current end date	Proposed end date
Housing First Worker	27/02/2027	31/03/2029
Outreach worker	31/03/2027	31/03/2029
Resettlement Officer	Not currently in post FTC for 18 months	31/03/2029
Resettlement Officer	Not currently in post FTC for 18 months	31/03/2029
Resettlement Officer (Ukraine 50%)	30/09/2027	31/03/2029
Strategic Housing Officer	31/03/2027	31/03/2029
Tenancy Sustainment Officer (PRS)	31/03/2027	31/03/2029
Tenancy Ready Worker	19/02/2027	31/03/2029
Temporary Accommodation Officer (Ukraine)	31/12/2025	31/03/2029

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The spending plan will seek to make best use of all assets.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Housing Options Service held a Homelessness Forum on 26 March 2026 where all stakeholders were briefed on the grant and a session was held to consult with all stakeholders, including voluntary sector, statutory agencies and those with lived experience on gaps in service and how these could be funded through grant spend. All views have been incorporated into the plan.
- 6.2 The Housing Options Team, including all front-line staff were consulted on the spending plan during a team meeting held on the 14 May 2026 and all views have been incorporated into the plan.
- 6.3 The Cabinet Member for Healthy Communities has been fully briefed on the spending plan and is in full agreement and support.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The proposals set out in this report are expected to have a positive environmental impact, primarily through the prevention of homelessness, reduction in rough sleeping and decreased reliance on emergency and short-term accommodation.
- 7.2 Overall, the spending plan supports the Council's response to the climate and nature emergency by promoting preventative, place-based solutions that reduce environmental harm while improving outcomes for residents.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 Under s149 (1) of the Equality Act the council, must have due regard, in the exercise of it's functions, (and Cabinet Housing Committee must. As the decision maker in respect of the proposed decision have due regard) to the need to
- a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited by the act
 - b) Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share them
 - c) Foster good relations between persons who share relevant protected characteristics and persons who do not share them.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 The Homelessness, Rough Sleeping and Domestic Abuse Grant Spending Plan targets support at those most at risk through prevention, early intervention, outreach, tenancy sustainment and specialist domestic abuse support, helping to reduce barriers to safe and suitable accommodation. An

Equality Impact Assessment has been completed and is attached as Appendix 1, which concludes that the proposals will have a positive impact by improving access to support, supporting earlier intervention and advancing equality of opportunity for vulnerable residents across the Winchester district and not negatively impacting any group.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<p>Financial Exposure</p> <p>Insufficient funding to meet homelessness, rough sleeping and domestic abuse demand over the three-year period, including the risk of increased pressure on the General Fund if prevention activity is reduced.</p>	<p>The spending plan prioritises prevention, early intervention and tenancy sustainment which are evidenced to reduce demand for high-cost emergency and temporary accommodation.</p> <p>Multi-year planning, regular budget monitoring and use of fixed-term funding arrangements limit long-term financial exposure. Homelessness Grant reserves provide contingency to respond to emerging pressures.</p>	<p>Demonstrates value for money through early intervention and prevention options resulting in a spend to save argument.</p>
<p>Reliance on 3-year funding beyond 2028/29, with no guarantee of continuation past this period.</p>	<p>Grant-funded posts and commissioned services are time-limited, with no automatic commitment to ongoing General Fund funding. The Council will continue to plan for a sustainable service past 2029.</p>	<p>There is the opportunity to evidence successful outcomes over the three-year period to support future funding bids and inform longer-term service design.</p>
<p>Exposure to challenge</p> <p>Risk of challenge if statutory homelessness</p>	<p>Funding is targeted at Prevention and Relief</p>	<p>Strengthens statutory compliance while</p>

or domestic abuse duties cannot be met due to funding or capacity constraints.	duties, domestic abuse safe accommodation duties and early intervention, supported by robust governance, legal oversight and contract management.	reducing the likelihood of costly legal challenge or emergency intervention.
Innovation Risk that services remain reactive and resource intensive if delivery models are not adapted.	Multi-year funding enables planned investment in Housing First, outreach, tenancy sustainment, digital case management and partnership delivery models early intervention and prevention focused.	The interventions provide the opportunity to move away from crisis response and embed innovative, preventative approaches consistent with national policy direction and local strategy.
Reputation Increased homelessness, rough sleeping or visible use of unsuitable accommodation impacting public confidence and Council reputation.	Clear alignment with the Preventing Homelessness and Rough Sleeping Strategy 2025–2030, ongoing performance monitoring, and partnership working through the Homelessness Forum.	Maintains Winchester's strong reputation for effective homelessness prevention, partnership working and compassionate service delivery.
Achievement of outcome Risk that intended outcomes (reduced homelessness, reduced rough sleeping, improved sustainment) are not achieved due to rising demand or system pressures.	Outcomes are monitored through H-CLIC data, performance management and contract review. Flexibility within the plan allows resources to be re-directed in response to need while remaining within approved budgets.	Opportunity to focus investment on evidence-based early intervention and prevention interventions that deliver the greatest impact for residents.
Property		

<p>Risk that Council assets used to support homelessness services are not optimally aligned with service need.</p> <p>Property Purchase: Risk that demand for TA units will reduce, or that suitable properties cannot be identified</p>	<p>Property purchases to be supported by full business case, which demonstrates sufficient demand, suitability of property</p>	<p>Opportunity to make more effective and flexible use of Council assets to support prevention and move-on solutions.</p>
<p>Community Support</p> <p>Reduction in community-based prevention capacity if voluntary and community sector partners are unable to sustain services.</p>	<p>Multi-year partner grants provide stability and enable early engagement with residents before crisis point. SLAs and partnership governance support consistent delivery.</p>	<p>Strengthens community-based prevention and reduces demand on statutory services.</p>
<p>Timescales</p> <p>Risk that services cannot respond quickly enough to changes in demand or national policy requirements.</p>	<p>Risk that services cannot respond quickly enough to changes in demand or national policy requirements.</p>	<p>Supports agility and responsiveness over the three-year funding period.</p>
<p>Project capacity</p> <p>Workforce capacity constraints impacting delivery.</p>	<p>The spending plan sustains existing skilled staff and extends fixed-term posts, providing continuity and resilience.</p>	<p>Retains experienced staff and protects organisational knowledge during system change.</p>
<p>Local Government Reorganisation</p> <p>Risk that service continuity or statutory delivery is disrupted</p>		<p>This report will ensure that homelessness services are best placed for the move to LGR and</p>

<p>during transition to a future unitary authority.</p> <p>The 3rd year of this spending plan will be administered by the new unitary authority</p>		<p>ensures the council is able to continue to deliver it's statutory duties from the outset.</p> <p>The report supports future readiness by stabilising services, maintaining statutory compliance and embedding robust governance, data and commissioning arrangements that can transition into a successor authority.</p>
Other	None	None

11 **SUPPORTING INFORMATION:**

- 11.1 As a local housing authority the council has statutory duties to assist households who are homeless or at risk of homelessness and to provide accommodation to households who are owed a duty. Households who are homeless or threatened with homelessness approach the council for advice and assistance.
- 11.2 The council is committed to preventing homelessness, this is underpinned by the council's Preventing Homelessness and Rough Sleeping Strategy published in November 2025, with a vision of 'Working together to ensure that everyone at risk of homelessness has early and effective access to the right support, and where homelessness cannot be prevented, ensuring a safe, suitable, and sustainable home is secured as quickly as possible'.
- 11.3 The council's focus is on early intervention and prevention services. Many of the interventions set out within the spending plan focus on the council's approach to providing the right advice and assistance to households to work with them to prevent homelessness from occurring in the first place alongside a recovery from homelessness or rough sleeping.
- 11.4 In previous years the council has adopted this approach, resulting in minimal placements and spend on Bed and Breakfast and other nightly paid emergency or interim accommodation options. This funding further gives us the opportunity to continue this approach, and the spending plan reflects this and ensures our local services continue to move towards a system that prioritises prevention and provides holistic support to people based on

assessment of need. This is ultimately better for those we serve and those delivering services.

- 11.5 With this multi-year increased funding and the Government's new approach to funding, alongside the new Cross-Government Strategy: A National Plan to End Homelessness and Local Outcomes Framework, councils are tasked to maximise resources to support those most in need. This is an opportunity to invest in preventing homelessness, reducing reliance on expensive temporary accommodation and targeting resources to support people facing the worst forms of homelessness and facing the most complex needs to prevent repeat homelessness.
- 11.6 Approval of the proposed spending plan will enable the council to meet its statutory homelessness and domestic abuse duties, provide greater service stability and target resources at those at greatest risk of homelessness, including people facing multiple and complex needs. The approach will ensure that funding is used effectively, delivers value for money and remains sufficiently flexible to respond to changes in demand across the three-year period which will ensure that the funding is early intervention and prevention focused so the council does not face higher costs through increased duties towards households who end up homeless and in need of emergency or temporary accommodation.
- 11.7 The Preventing Homelessness and Rough Sleeping Strategy 2025 – 2030 also underpins this approach and aligns closely with the new Government Strategy.
- 11.8 For the purpose of this report, where interim or emergency accommodation is referred to, this is usually in the form of Bed and Breakfast, hotel or other nightly paid accommodation and will be a short-term option. Temporary accommodation will refer to more settled accommodation, although still temporary, and is usually provided within the council's own stock of temporary accommodation provision.
- 11.9 The homelessness grant spending plan is comprehensive and ensures that homelessness prevention, rough sleeping and domestic abuse is prioritised through the spending plan.
- 11.10 The MHCLG funding guidance is for local housing authorities to:
- Discharge their duties under the Housing Act 1996, as set out in the Homelessness Code of Guidance for local authorities, and provide support for rough sleeping – including prevention, relief, main duty activities and staffing resource.
 - Deliver against local homelessness strategies and the metrics set out in the Local Outcomes Framework ensuring no families are in Bed and Breakfast past 6 weeks, increasing the percentage of households where homelessness was prevented or relieved and halving the number of individuals rough sleeping.

- Focus on early intervention and maximising prevention activities. Including working with landlord to support households to retain private sector accommodation and maximise engagement with local voluntary and community partners to support households.
- This grant may not be spent on costs directly related to temporary accommodation.
- The Domestic Abuse grant element states that the purpose of this funding is to support local authorities in meeting their statutory duties under Part 4 of the Domestic Abuse Act 2021.

11.11 The final element of this grant is New Burdens funding for the Renters' Rights Act to support the council with homeless new burdens arising from the act.

11.12 The grant can be used flexibly among these functions.

11.13 In the financial year 2025-26 the council received over 559 approaches for assistance from households who were either homeless or threatened with homelessness, this is a 16% reduction on the previous year 2024-25. Of these approaches over 77.3% of households were recorded as having one of more support needs, relating to mental health, physical health, learning disability, domestic abuse etc. This highlights that not only are individuals facing a homelessness situation but that due to the levels and complexity of their needs, their situation is not likely to be easy to resolve without additional assistance.

11.14 Of those approaches 212 households were owed a prevention duty and 176 households were owed a relief duty, of those households the council prevented or relieved 214 cases and a further 103 households were awarded a main duty and provided with temporary accommodation. In comparison to the previous year there is a slight reduction in cases being prevented or relieved and a slight increase in main housing duties being owed. The variance is around 5% so does not demonstrate a significant increase or reduction.

11.15 On 31 March 2025 the council lost 29 units of stage 1 supported accommodation through the closure of West View House. This has meant a reduction in options, particularly for single people who require support and has therefore resulted in the decrease in cases being prevented.

11.16 The council currently have no 16/17 years old or families in Bed and Breakfast accommodation and generally have very low use of expensive emergency accommodation options in comparison to neighbouring authorities.

11.17 In respect of rough sleeping, the official annual rough sleeping snapshot figure was 6, which was an increase of 1 from the previous year. The council records a 'flow' or around 10 – 15 rough sleepers per month, which due to the nature of rough sleeping does vary. Around 5 of these individuals each month are usually returning to rough sleeping when they have previously slept rough.

It is therefore crucial that the spending plan invests in services to support individuals rough sleeping and sustainable accommodation options.

11.18 **Part 1 - Homelessness, Rough Sleeping and Domestic Abuse Grant**

The recommended option being proposed is that Cabinet approve the homelessness, rough sleeping and domestic abuse grant spending plan.

	2026-27	2027-28	2028-29
Homelessness, Rough Sleeping and Domestic Abuse Grant	846,502	904,932	910,040
Expenditure			
Flexible Prevention Grant	70,000	70,000	70,000
Beacon Core Grant	159,000	0	0
Trinity Core Grant	210,000	0	0
Tenancy sustainment post (PRS)	48,703	48,703	48,703
Resettlement Officer	45,080	46,080	47,410
Resettlement Officer	45,080	46,080	47,410
Resettlement Officer (50% funded by Ukraine until 28/29 then fully funded)	22,693	23,040	47,410
Housing Options Officer	61,132	61,132	61,132
Housing Options Officer	58,258	59,113	60,793
Strategic Housing Officer	46,080	47,410	48,703
Outreach Worker	48,798	48,798	48,798
Lead Homelessness and Outreach Officer uplift	5,646	7,082	8,424
Housing Options Manager- 50% of post	36,792	37,585	38,486
Strategic Housing Manager- 50% of Post	35,978	36,682	37,585

Domestic Abuse project lead	42,768	42,768	42,768
Tenancy Ready Officer	46,080	47,410	48,703
Housing First Worker	46,080	47,410	48,703
Civica IT costs (Homelessness case management system)	13,000	13,000	13,000
DAHA fee	2,500	3,000	3,000
Legacy Plus Programme	40,000	0	0
Complex Needs Navigator (Trinity)	33,000	34,000	35,000
Rough Sleeper personalised Budget	5,000	5,000	5,000
Housing First Furniture Costs for in-house provision	10,000	8,000	5,000
Training budget for Strategic Housing	12,000	14,000	12,000
Interpreter services	500	600	500
Partner prevention grants	30,000	35,000	30,000
Senior Resettlement Officer (Year 3 funding only)	Funded from Ukraine grant	Funding from Ukraine grant	47,851
Total Expenditure	1,174,168	781,893	856,379
Expenditure in excess of grant to draw down from reserve	286,000	0	0

11.19 The spending plan does not propose to create any new posts but to continue to fund existing posts that have previously been funded by the homelessness grant or other grants.

11.20 Full details of the activities outlined in the above table can be found in appendix 1.

11.21 This spending plan broadly mirrors the effective prevention model funded through 2023/24 and 2024/25 grant allocations, where partner activity helped reduce pressure on statutory services despite increasing complexity. This

ensures the council can continue to evidence need and outcomes effectively during the three-year funding period.

11.22 The interventions set out in the spending plan exceed the grant allocation for 2026/27 and therefore there would need to be a drawn down on reserves detailed in appendix 2.

11.23 In the years 2027/28 and 2028/29 a proportion of the grant remains unallocated. In 2027/28 £123,039 and 2028/29 £53,661. This will enable the service to respond to any new or additional pressures flexibility within the year.

11.24 **Part 2- Homelessness Grant Reserve**

11.25 The proposed spend in 11.18 above exceeds the grant allocation for years 2026-27 therefore there will need to be a draw down on reserves.

11.26 Redundancy costs

Redundancy costs for the fixed term posts set out in 11.18 - the estimated cost is approximately £100,000 depending on the post holders in post at the time of contracts ending.

11.27 SWEP, cold weather and discretionary placements

Due to the new restrictions on the grant funding as mentioned in point 2.1, this means the grant cannot be used for any emergency, interim or temporary accommodation spend, which includes any discretionary placements and Severe Weather Emergency Protocol (SWEP) placements, this budget, usually funded from the homelessness grant will now need to be funded from the reserve.

Discretionary placements and SWEP placements prevent loss of life and serious harm, provide a gateway into Relief and Housing First pathways, reduce long term system costs associated with entrenched homelessness, even when there is not a statutory duty to do so.

11.28 The Private Sector Housing Posts to support the council's response to the Renters' Rights Act of the regulatory compliance apprentice and the Strategic Tenancy Relations Officer have already been agreed by ELB funding for these posts is set out above.

11.29 This would result in £1.0 million reserve remaining after proposed spending plans for both the homelessness grant and the homelessness reserve. It is proposed that some of this reserve is utilised to fund 50% of the purchase of 2 properties to be used as temporary accommodation. This will mitigate temporary accommodation costs and provide better homes. A business case for the acquisitions will be presented to a future meeting once suitable homes have been identified.

A full table illustrating the costs to be drawn from the reserve are outlined in appendix 2 of this report

11.30 Part 3 - Homes for Ukraine Funding and New Burdens Funding

11.31 In previous years the council benefited from substantial grants from Hampshire County Council however, with the scheme well established, lower arrival numbers and a greater focus on independent living means that Hampshire County Council have reduced grant funding for 2026-27 and combined funding into one single combined allocation for 'Homes for Ukraine'.

11.32 HHC have confirmed the funding approach for 2026/27 and 2027/28. Funding provided for specialist posts within Strategic Housing and communities will be funded at 50% from September 2026. The confirmed allocation for 2026-27 is £196,988 and the provisional allocation for 2027-28 is £132,613. There is no indication at this point that funding will be extended beyond 31.03.28

11.33 The proposed spending plan for 'Homes for Ukraine' funding 2026-2029 is set out below:

	2026-27	2027-28	2028-29
Ukraine allocation	196,988	132,613	0
Expenditure			
Senior Resettlement officer	45,310	46,488	0 - Funded from Homelessness grant
Resettlement Officer	22,693	23,040	0 - Funded from Homelessness Grant
Communities posts funded from April - Sept	80,000	0	0
Budget for housing support	80,000	80,000	60,000
Total spend	228,003	149,528	60,000

Required to draw down from Reserve	31,015	16,915	60,000
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11.34 Resettlement Officer and the Resettlement Officer (Ukraine) (at 50%) until 2028.

These two posts, already established support households who are homeless, risk or homelessness or require support to move-on or resettle who are part of the 'Homes for Ukraine' scheme. The resettlement officer will also support households from other recognised government resettlement schemes.

11.35 Ukraine related posts in the Communities team

The already established posts to support households from Ukraine to fund the ongoing posts until September 2026.

11.36 Housing Support Fund

11.37 A budget available to officers supporting households from Ukraine of £80,000 and reducing to £60,000 for 2028-29 for housing support and other initiatives to support Ukrainian households with costs such as rent deposits, emergency accommodation costs, white goods and other housing related costs to support them to move on.

11.38 Due to the reduction in grant from Hampshire County Council a drawn down from reserves will be required.

11.39 The Ukrainian reserve (homelessness) as of 31 March 2026 is £941,584.

11.40 The proposed spending plan for Ukrainian reserve (homelessness) is below:

	2026-27	2027-28	2028-29
Opening reserve balance	941,584	615,489	552,494
Expenditure			
Temporary Accommodation Officer (Ukraine)	45,080	46,080	47,410
Stable Yard development	250,000	0	0

Drawn down from reserves for budget	31,015	16,915	60,000
Closing reserve balance	615,489	552,494	445,084

11.41 Temporary Accommodation Officer (Ukraine)

The post sits in the Temporary Accommodation team providing tenancy support to those households from Ukraine who are residing in Temporary Accommodation. Any potential redundancy costs have been calculated as part of the wider redundancy costs set out at point 11.26 and Appendix 2.

11.42 Stable Yard development

The proposed budget for the development of this asset was included in the Budget Report 2026/27, which included provision of £150,000 to be funded from the Ukraine reserve. Current estimates suggest a spend of £250,000 and a business case is being developed prior to seeking approval to spend.

11.43 Following the proposed budget, there would be a remaining reserve of £445,084. It is proposed that this reserve is utilised to fund 50% of the purchase of up to 2 properties to be used as temporary accommodation. This will mitigate temporary accommodation costs and provide better homes, 1 of these properties will be prioritised for Ukrainian households. A business case for the acquisitions will be presented to a future meeting once suitable homes have been identified.

11.44 New Burdens Funding – Supported Housing Regulatory Act

The council also received £47,856 New Burdens Funding in 2025/26 to help council's fulfil their new statutory duties under the Supported Housing (Regulatory Oversight) Act 2023 through internal or external resources needed to develop and publish the strategy, build partnerships and prepare for future licensing and oversight. It is proposed that the council appoint a specialist consultant to carry out the required needs assessment and development of the strategy, in line with procurement arrangements to ensure the council is compliant and the supported housing strategy is developed by March 2027.

11.45 **Part 4 Temporary Accommodation**

In November 2024 Cabinet Committee Housing approved the Temporary accommodation plan and pathways paper, CAB 3472 (H) which set out the predicted demand and supply for temporary and emergency accommodation and alternative options for temporary accommodation provision

The plan and pathways paper provided a business case outlining that there would always be a constant flow of households in emergency accommodation. Since adopting the plan, the council has seen a steady flow of single households requiring emergency accommodation.

The council are experiencing households approaching the housing options service who have more complex needs and can't be housed into the conventional units of emergency and temporary accommodation. There is also a shortage of ground floor temporary accommodation, resulting in longer stays in emergency accommodation

Emergency accommodation providers are withdrawing from supporting our residents

To meet this need outlined above this paper is proposing that the council purchase up to 2 properties, 50% funded from the Ukrainian (homeless) reserve and 50% funded from the homelessness reserve to be utilised as temporary accommodation to further meet the council's statutory requirements, increase the temporary accommodation provision and reduce any further burden on Bed and Breakfast cost

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The option of not committing to the spending plan is rejected as it is a MHCLG requirement that the grant is spent within the year. It would dramatically reduce any opportunity to prevent or relieve homelessness if the proposals are not approved.
- 12.2 The option of not committing to the reserve spend is also rejected as the proposals are required to sustain the housing options service and it's statutory duties.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB3472 (H) Temporary accommodation plan and pathways paper

CAB3410 (H) Housing Strategy

CAB3491 (H) Preventing Homelessness Grant Spending Plan 23 – 24

CAB 3508 (H) Preventing Homelessness and Rough Sleeping Strategy 2025 - 30

Other Background Documents:- None

Appendices

Appendix 1 -Full details of the homeless prevention activities to be funded from the Homeless, rough sleeping and domestic abuse grant

Appendix 2- Homelessness Grant reserve spend table

Appendix 3- EQIA

Appendix 1- Details of Homeless Prevention activities

1. Flexible Prevention Grant

The flexible prevention grant is a fund available for front line officers working within Housing Options to access to prevent or relieve homelessness through various initiatives. Funding is granted such as rent deposit to secure accommodation in the private rented sector, court costs, furniture, bus passes, clearing of rent arrears in emergency situations. The case will be assessed to ensure that the fund will prevent homelessness and ensure the household is able to sustain the accommodation option moving forwards. In 2025/26 this fund helped prevent homelessness for 70 households.

Proposed budget £210,000 over 3 years.

2. Beacon Core Grant

Historically the Beacon received grant funding from Hampshire County Council to provide accommodation services for single people who are homeless or rough sleeping by providing vital support and move-on accommodation. Previous social inclusion funding was cut by HCC and the council have utilised the Homelessness Prevention Grant to top this up. In 2025-26 the council was granted £24,500 by HCC to grant to the Beacon. There is no further funding from Social Inclusion funding from 2026 onwards and therefore it is proposed that the council continue to fund the Beacon the historic core grant amount of £13,000 plus continue the previous top up grant of £40,000 recognising that the Beacon will have lost £24,500 of funding this financial year.

Proposed budget of £159,000 over 3 years.

3. Trinity Winchester Core Grant

Trinity Winchester delivers frontline services aligned the council's strategy supporting some of the city's most vulnerable residents through access to safe daytime support, homelessness prevention, secure accommodation pathways, mental health and wellbeing interventions, employability activity, and reduction of social isolation. Trinity Winchester's Day Centre provides a vital safety net for individuals experiencing homelessness, housing insecurity, and extreme vulnerability. This includes people sleeping rough, those sofa-surfing, and individuals in unstable accommodation

The grant has increased this year in recognition of the weekend outreach provision and extended evening and weekend opening at Trinity Winchester.

Proposed budget of £210,000 over 3 years.

4. Tenancy sustainment Officer (PSH)

This post works to support households in the private rented sector who need additional support and assistance to either sustain their tenancies or to move on if the property is no longer suitable or they are at risk of homelessness.

This post is more crucial this year given the changes due to the Renters' Rights Act.

Proposed budget of £146,109 over 3 years.

5. x3 Resettlement Officers

These posts work with up to 25 individuals each ensuring early intervention and prevention support to households who need it. One officer is already in post supporting those individuals who are on one of the resettlement schemes. The other officers are in the process of being recruited to. The posts will also ensure temporary accommodation residents have access to support to prevent repeat homelessness in temporary accommodation. One of these posts will work with Ukrainian guests and is funded 50% from Ukrainian funding for 2026-27 and 2027-28 but fully funded from the Homeless grant from 2028-29.

Proposed budget of £370,283 over 3 years.

6. x2 Housing Options Officers

These two posts are permanent posts but have been historically funded through grant funding to manage the increased burden on housing options teams to deliver the HRA 2017 and the more complex needs of our customers.

Proposed budget of £361,560 over 3 years.

7. Strategic Housing Officer

This post supports the allocations, housing options and temporary accommodation teams with increased administrative burdens of the HRA (2017) and the increased number of applications to the housing register, they support to manage payments and complex and increased requests from customers such as Subject Access Requests and Freedom Of Information requests.

Proposed budget of £142,193 over 3 years.

8. Outreach Worker

The outreach work is vital to the council's work to prevent and address rough sleeping. The outreach officer provides early morning outreach and support and is often the first point of contact for those individuals experiencing rough sleeping ensuring they are engaged with the right support and services to prevent their rough sleeping.

Proposed budget of £146,394 over 3 years.

9. Lead Homelessness and Outreach Officer uplift

This post which is the senior officer for the housing options team and has historically been funded from the general fund. The post was recently

regraded and therefore requires additional funding (approx. 10% of the total cost) from the grant to fully fund the post.

Proposed budget of £21,152 over 3 years.

10. Housing Options Manager- 50% of post

To fund 50% of the Housing Options Manager post which oversees the housing options team and the statutory homelessness duties and the resettlement service.

Proposed budget of £112,863 over 3 years.

11. Strategic Housing Manager- 50% of Post

To fund 50% of the Strategic Housing Manager post which oversees the housing allocations and temporary accommodation services.

Proposed budget of £110,245 over 3 years.

12. Domestic Abuse project lead

The Domestic Abuse project lead has been in post since 2023. This post ensured the council achieved Domestic Abuse Housing Alliance accreditation and historically the post has been funded from the Domestic Abuse element of the HPG. Although, the council have achieved DAHA accreditation, our work to address Domestic Abuse cannot end there. The role is a vital part of the service, supporting the service approach to victims of Domestic Abuse incorporating best practice into the service and ensuring continued standards are reached when DAHA reassessment periodically occurs and ensures this element of the funding is to support the council in meeting our statutory duties under Part 4 of the Domestic Abuse Act 2021 whilst working in close partnership with HCC.

Proposed budget of £128,304 over 3 years.

13. Tenancy Ready Officer

The tenancy ready officer has been in post since August 2026 and has already supported 33 households to engage in the bespoke tenancy ready programme, ensuring that those households who are well placed on Hampshire Home Choice who may have faced barriers to moving on to social or private rented accommodation have the skills they need to sustain future tenancies and prevent repeat homelessness. As of May 2026, 5 households have successfully moved on and a further 10 are currently under nomination waiting to move. Feedback from customers has been extremely positive and given households the confidence to move on to long term accommodation.

Proposed budget of £142,193 over 3 years.

14. Housing First Worker

Housing First support has been provided by both A2Dominion (one housing first worker) and an in-house housing first worker employed by the council.

The current contract with A2Dominion will come to end in October 2026 and it is proposed that this is not renewed and the internal housing first worker fixed term contract is extended until 31st March 2029. The internal worker can take on the current case load of the A2Dominion Officer plus up to another 7 cases. This work is vital to ensure a person-centred supportive approach to ensuring suitable accommodation and support is available for those individuals with a history of sleeping rough for who the usual housing pathway options are not sustainable.

Proposed budget of £142,193 over 3 years.

15. Civica IT costs (Homelessness case management system)

It is critical that the council continues to provide a case management system that fulfils our statutory duty to provide the relevant Government returns.

Proposed budget £39,000 over 3 years.

16. Domestic Abuse Housing Alliance fee

This is a standard fee to ensure the council remain DAHA accredited until 2029.

Proposed budget of £8,500 over 3 years.

17. Legacy Plus programme

Legacy Plus launched in October 2025 and is currently supporting 11 young people and their families. This project provides extended support to young people aged 12 – 25 who are at risk of criminal exploitation and living in or educated in Winchester taking a multiagency approach to support young people.

Proposed budget £40,000 for year 1

18. Complex Needs Navigator (Trinity)

The complex needs navigator, hosted by Trinity Winchester, provides intensive support to those individuals who are furthest away from having their rough sleeping resolved, as per the Government's Target Priority Group. Supporting individuals to navigate the various systems and agencies to support them to recover from rough sleeping and sustain alternative housing solutions.

Proposed budget of £102,000 over 3 years.

19. Rough Sleeper personalised budget

To support the delivery of the Complex Needs Navigator and Outreach worker work, this is a small budget which officer can access to support individuals who are rough sleeping or at risk of rough sleeping, using innovative solutions to prevent or relieve their rough sleeping.

Proposed budget of £15,000 over 3 years.

20. Housing First Furniture Costs

A small budget to ensure those individuals moving into Housing First accommodation have their property furnished and carpeted to ensure this becomes a home and the individual is therefore more likely to sustain their tenancy.

Proposed budget of £23,000 over 3 years.

21. Training budget for Strategic Housing

It is critical the officer remain up-to-date on new legislation and holistic work associated with those households who are experiencing homelessness in order to best prevent homelessness and reduce temporary accommodation spend.

Proposed budget of £38,000 over 3 years.

22. Interpreter

We are seeing an increased need for translation and interpreting services and we need to ensure we are responding to our customers' needs effectively.

Proposed budget of £1,600 over 3 years.

23. Senior Resettlement Officer

Following Hampshire County Council's reduction in funding for 'Homes for Ukraine' specialist officers from 2028-29 this post will need to be funded from the grant for year 3 only if no further Ukraine funding is received. From 2028 – 29 there is no guaranteed Ukraine funding to be received. Therefore the two posts funded by Ukraine funding – Senior Resettlement Officer and the Resettlement Officer will need to be fully funded from the grant.

Proposed budget of £47,851 over 3 years.

24. Partner prevention grants

This grant allocation will enable a provision of grants to local partners, voluntary sector and charities who request this. This provision of grants to local partners to support homelessness prevention, rough sleeping reduction and complex needs support. Community partners play a critical role in engaging people before statutory thresholds are reached, particularly for rough sleepers and those with multiple needs. Partner grants are able to work with cases before formal duties are triggered and support engagement with residents less likely to approach statutory services reduce repeat and cyclical homelessness presentations and enables services to adapt to changing needs for services.

Proposed budget of £90,000 over 3 years.

Appendix 2 – Homeless Grant Reserve Table

	2026/27	2027/28	2028/09
Starting reserve figure	1,449,345	1,073,642	989,473
Expenditure			
Drawn down for annual spending plan	41,666	0	68,339
Redundancy payments	0	0	100,000
SWEP, Cold weather and discretionary placements	35,000	35,000	35,000
Private Sector Housing posts as agreed by ELB January 2026			
Regulatory Compliance Apprentice	0	21,140	0
Strategic Tenancy Relations Officer	54,703	28,029	0
Total spend from reserve	375,703	84,169	203,339
End reserve figure	1,073,642	989,473	786,134

Appendix 3 – Equality Impact Assessment**Winchester City Council****Equality Impact Assessment (EqIA)****Section 1 - Data Checklist**

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

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

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	We have not received any previous complaint regarding how the council has spent the various grants.
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	The council's housing options service, relevant managers and voluntary and statutory agencies have been consulted on the spending plan.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	The spending plan is based on individual's homelessness situation/eligibility and therefore is inclusive.
4	Do you have any concerns regarding the implementation of this policy or project? <i>(i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	No	No, monthly monitoring of the use of the grant will ensure it is being spend effectively.
5	Does any accessible data regarding the area which your work will address	No	The budget supports different cohorts of households based on

	identify any areas of concern or potential problems which may impact on your policy or project?		their homelessness situation or risk of homelessness.
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	Yes, there have been annual spending plans for the homelessness grant since 2023.
7	Are there any other issues that you think will be relevant?	No	No

Section 2 - Your EqIA form

Directorate: Strategic Housing	Your Service Area: Housing Options	Team: Housing Options	Officer responsible for this assessment: Charlotte Quinn	Date of assessment: 30/04/2026
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Homelessness, Rough Sleeping and Domestic Abuse Grant spending plan.
2	Is this a new or existing policy?	This is a spending plan which supporting existing policies and projects.
3	Briefly describe the aim and purpose of this work.	The spending plan sets out various proposals across the housing options service to prevent homelessness for the next 3 years across the housing options service.
4	What are the associated objectives of this work?	The objectives are to enable to council to meet its legislative duties under the Homelessness Reduction Act 2017 and other relevant legislation and frameworks. To prevent and relive homelessness by increasing activity through internal

		and external interventions which support the prevention and early intervention approach. To spend the relevant grants in line with the funding guidance.
5	Who is intended to benefit from this work and in what way?	All residents in the Winchester District or with a connection to the Winchester District who are homeless or threatened with homelessness, rough sleeping or requiring general housing advice.
6	What are the outcomes sought from this work?	To ensure the relevant grants provided by Government to prevent homelessness or support particular groups who are at risk of homelessness or rough sleeping are supported to prevent or relieve their homelessness or rough sleeping by making the best use of funding to prevent temporary accommodation spending.
7	What factors/forces could contribute or detract from the outcomes?	External factors which may lead to the increase in homelessness, such as change to government policy on housing, immigration or costs of living.
8	Who are the key individuals and organisations responsible for the implementation of this work?	Strategic Housing Service
9	Who implements the policy or project and who or what is responsible for it?	Strategic Housing Service

		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	Each intervention is available to any individual or household who is homeless or at risk of homelessness.
10b	What existing evidence (either presumed or otherwise) do you have for this?	Winchester district has a relatively low proportion of residents from ethnic minority backgrounds. There is no evidence that any interventions within the spending plan would impact		

		individuals differently on the basis of race.		
11a	Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
11b	What existing evidence (either presumed or otherwise) do you have for this?	Approaches to the housing options service show that 32% male (single or couples) 34% female (single of couples) and 34% couples (with or without children) so this is equally balance and all households would have access to the interventions based on their individual needs.		
12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness. To access each intervention (through a housing options full housing assessment) the service has support to ensure physical access to the service, interpretation and translations, induction loop, braille services.
12b	What existing evidence (either presumed or otherwise) do you have for this?	The 2021 census reported 15.4% with a disability. Housing Options Data reported 28% with a disability, therefore proportionally more individuals with a disability approached the service and therefore more households with a disability will have access to the support available.		
13a	Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.

13b	What existing evidence (either presumed or otherwise) do you have for this?			
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
14b	What existing evidence (either presumed or otherwise) do you have for this?			
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
15b	What existing evidence (either presumed or otherwise) do you have for this?			
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
16b	What existing evidence (either presumed or otherwise) do you have for this?			
17a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
17b	What existing evidence (either presumed or otherwise) do you have for this?			
18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	No, each intervention is available and accessible to any individual or household who is homeless or at risk of homelessness.
18b	What existing evidence (either presumed or otherwise) do you have for this?			
19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups	Y	N	

	on the basis of protected characteristics?			
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	Race: N Sex: N Disability: N Sexual orientation: N Age: N Gender reassignment: N Pregnancy and maternity: N Marriage and civil partnership: N Religious belief: N
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	No negative impacts identified.		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	No negative impacts identified.

Signed by completing officer	
Signed by Service Lead	

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