Public Document Pack

Winchester City Council

Meeting Cabinet

Date and Time Tuesday, 25th August, 2026 at 9.30 am.

Venue Walton Suite, Guildhall, Winchester and streamed live on YouTube at www.youtube.com/winchestercc.

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

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

AGENDA

PROCEDURAL ITEMS

1. **Apologies**
   To record the names of apologies given.

2. **Membership of Cabinet bodies etc.**
   To give consideration to the approval of alternative arrangements for appointments to bodies set up by Cabinet or external bodies, or the making or terminating of such appointments.
   a) **Hampshire and the Solent Combined County Authority Planning Advisory Board** – Appointment of a deputy (Councillor Porter previously appointed as representative)

3. **Disclosure of Interests**
   To receive any disclosure of interests from Councillors or Officers in matters to be discussed.
   Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests (DPIs), other registerable interests (ORIs) and non-registerable interests (NRIs) in accordance with the Council's Code of Conduct.

4. **To note any request from Councillors to make representations on an agenda item.**
Note: Councillors wishing to speak address Cabinet are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264). Councillors will normally be invited by the Chairperson to speak during the appropriate item (after the Cabinet Member's introduction and questions from other Cabinet Members).

BUSINESS ITEMS

5. **Public Participation**
– to note the names of members of the public wishing to speak on general matters affecting the District or on agenda items (in the case of the latter, representations will normally be received at the time of the agenda item, after the Cabinet Member's introduction and any questions from Cabinet Members).
NB members of the public are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264).

Members of the public and visiting councillors may speak at Cabinet, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on Wednesday 19 August 2026** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.

6. **Minutes of the previous meeting held on 21 July 2026** (Pages 5 - 12)

7. **Leader and Cabinet Members' Announcements**

8. St. Peter's Car Park: Proposed affordable housing scheme (less exempt appendix) (Pages 13 - 24)

   Key Decision (CAB3565)

9. Central Winchester Regeneration (CWR) - updated business case (less exempt appendix) (Pages 25 - 118)

   Key Decision (CAB3570)

10. To note the future items for consideration by Cabinet as shown on the September 2026 Forward Plan. (Pages 119 - 124)

11. EXEMPT BUSINESS:

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

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

12. St. Peter's Car Park: Proposed affordable housing scheme (exempt appendix) (Pages 125 - 126)

Key Decision (CAB3565)

13. Central Winchester Regeneration (CWR) - updated business case (exempt appendix) (Pages 127 - 138)

Key Decision (CAB3570)

Laura Taylor
Chief Executive

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17 August 2026

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

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

CABINET – Membership 2026/27

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

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

Quorum = 3 Members

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

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

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

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

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

Terms Of Reference
Included within the Council's Constitution (Part 3, Section 2) which is available here

CABINET

Tuesday, 21 July 2026

Attendance:

Councillors
Tod (Chairperson)

Cramoysan
Learney
Porter
Thompson

Apologies for Absence:

Councillors Cutler, Becker and Reach

Members in attendance who spoke at the meeting

Councillors Godfrey and Wallace

Video recording of this meeting

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1. **APOLOGIES**

Apologies were received from Councillors Becker, Cutler and Reach as noted above.

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

Cabinet noted that at its meeting on 21 May 2026, Councillor Porter had been appointed as the council's representative on the Hampshire and the Solent Combined County Authority Planning Advisory Board. Subsequent to that meeting, it had been advised that the council was also entitled to appoint a deputy. It was agreed that, before confirming the appointment, further clarification be sought as to whether the appointment was required to be a member of the Cabinet.

3. **DISCLOSURE OF INTERESTS**

Councillors Tod and Porter declared disclosable pecuniary interests in respect of both the reports on the agenda due to their roles as Hampshire County Councillors. However, as there was no material conflict of interest, they remained in the room, spoke and voted under the dispensation granted on behalf of the Audit and Governance Committee to participate and vote in all matters which might have a County Council involvement.

4. **PUBLIC PARTICIPATION**

Parish Councillor David Evans spoke regarding report CAB3563 in addition to Patrick Davies and Ian Tait who spoke regarding report CAB3529. Their comments are summarised under the relevant minutes below.

5. **MINUTES OF THE PREVIOUS MEETINGS HELD ON 17 JUNE AND 30 JUNE 2026**

RESOLVED:

That the minutes of the previous meetings held on 17 June and 30 June 2026 be agreed as a correct record.

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

Councillor Cramoysan provided an update on the improved recycling performance for Quarter 1 2026, the first full quarter following the full rollout of food waste collections. The overall recycling rate for the quarter was 47.8%, compared with 40.6% for the corresponding period in the previous year.

Councillor Learney announced that the Council's 82 public charging points had recorded another record year of usage in 2025/26 with a total of 479,000 kilowatt hours (kWh) of electricity supplied through the network. Councillor Learney also provided details regarding an upcoming change in charging network operator and users of former Mer charge points would see the introduction of B.EV.

The Leader provided an update regarding recent correspondence with Government ministers regarding Local Government Reorganisation (LGR) and the emerging planning framework. A response had been received from Baroness Taylor, the Parliamentary Under Secretary of State for Housing, Communities and Local Government (MHCLG), who advised that the guidance was not yet available but was currently being developed and was expected to be issued in due course. However, MHCLG officials had met with Council officers on 17 July 2026 to seek their views on how transitional arrangements could operate and the council had been invited to continue working with the department as proposals were developed.

7. **PROPOSED TRANSFER OF PUBLIC TOILETS AND TWO CAR PARKS TO PARISH COUNCILS**
(CAB3563)

Councillor Learney introduced the report which set out the proposed transfer of four public toilets and two car parks to parish councils. She emphasised that under the proposed Local Government Reorganisation (LGR) process it was considered that parish and town councils would be best placed to understand local priorities, respond quickly to community needs and make decisions about the long term future of such local assets.

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

Councillor Godfrey noted the financial logic of transferring responsibility for certain assets but raised concerns that the current report overlooked responsibilities regarding ongoing maintenance. He highlighted the varying levels of refurbishment of public toilets in different areas of the district and specifically the lack of refurbishment for Denmead's public toilets, suggesting it would be negligent for a parish council to accept ownership without the city council first completing promised upgrades. Regarding the transfer of car parks, he raised queries about the future costs of resurfacing and requested that the council offer safeguards or insurance schemes to protect parish councils from inheriting substantial liabilities. Finally, he raised the question of the ongoing costs and income associated with electric vehicle charging points and sought clarity on whether these responsibilities would be fully transferred to the parish councils.

Parish Councillor David Evans (Wickham and Knowle Parish Council) also addressed Cabinet during public participation as summarised briefly below.

Councillor Evans expressed concern that despite previous assurances, the report failed to reflect the significant work undertaken between the parish council and city council over the previous six months. The parish council had stated that it would only accept the transfer of Wickham public toilets if the transfer of associated car parks was also considered to help offset costs and had received confirmation that the city council had accepted this position. He questioned why the previous joint work and expenditure on surveys appeared to have been disregarded in the report and requested that members be given the opportunity to consider the original proposal to ensure an informed, transparent, and fair decision.

Councillors Learney and Tod apologised to Councillor Evans and Wickham and Knowle Parish Council that they had not been provided with an explanation of the report’s recommendations in advance of the Cabinet meeting. It was explained that the council had a duty to undertake full due diligence on what the financial implications would be in relation to the potential transfer of car parks and it was complex process to disaggregate the revenue and capital costs involved. It was confirmed that discussions with Wickham and Knowle Parish Council and other parish councils in the district remained open regarding the potential for further car park or other asset transfers in the future.

Councillor Learney and the Corporate Head of Service Place responded to the other comments and queries raised, including clarifying the situation regarding the agreed refurbishment of Denmead public toilets which was subject to asset transfer.

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

RESOLVED:

1. That the transfer of the Council's four parish public convenience assets to the relevant Parish and Town Councils be approved, subject to final legal and financial agreements. Where agreed

with the relevant Parish or Town Council, this will also include the transfer of the Kidmore Lane and Harestock free car parks as part of a single local management arrangement.

2. That authority be delegated to the Section 151 Officer, in consultation with the Strategic Director and the Director of Legal, to negotiate and finalise the detailed legal, financial and operational terms of each individual transfer, including the assets to be transferred in each case.

3. That the continuation of existing operational support arrangements be approved, including cleaning services and any agreed service contributions, until April 2027 where appropriate to support an orderly transition.

8. SECURING THE FUTURE OF GUILDHALL AND ABBEY HOUSE (LESS EXEMPT APPENDICES)

(CAB3529)

Councillor Thompson introduced the report which sought approval for the marketing of the Guildhall and Abbey House for the purpose of securing an operating partner with the aim of ensuring both buildings long term future.

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

Councillor Wallace

Councillor Wallace welcomed report’s proposals but emphasised that members require greater clarity on the potential financial exposure and capital investment required beyond the previously approved £5m. He raised several queries regarding how community access and democratic functions would be protected whilst balancing commercial returns against Winchester's cultural and civic objectives. As chair of the Scrutiny Committee, he requested that the committee be involved early in the project to help shape its direction rather than simply commenting on a pre-developed preferred option. He sought Cabinet’s assurance that all issues already raised and emerging from the marketing exercise would be fully explored through the scrutiny process to ensure members have a meaningful opportunity to influence the final decision.

Councillor Godfrey

Councillor Godfrey considered that while the principle of a commercial handover was acceptable, the proposed contract length was too short and other constraints (such as existing tenants) would not attract the substantial investment required. The previously approved £5m expenditure would only cover basic repairs rather than establishing a genuinely commercial venue. With regard to Abbey House, he highlighted its lack of civic use currently and significant maintenance requirements, the costs of which had not been included in the report. In summary, he believed that the proposals for the two buildings would not be successful without greatly extending tenure being offered.

Patrick Davies and Ian Tait also addressed Cabinet during public participation as summarised briefly below.

Patrick Davies
Patrick Davies expressed disappointment about what he considered to be the poor state of the Guildhall building due to ongoing neglect by the council. He criticised the lack of transparency due to the exempt financial appendices and queried why the proposal appeared to have bypassed established scrutiny and committee processes. Regarding the impact of the proposed Local Government Reorganisation (LGR), he argued against the proposal to relocate meeting spaces as LGR would probably decrease future requirements for such facilities. He requested that the entire project involve meaningful consultation with residents in relation to these historic community assets.

Ian Tait
Ian Tait considered that Abbey House had been losing money for the council for a long time and the building should either be sold or placed on a long-term lease. He stated that the asset was currently underused, expensive to maintain, and failed to meet modern disability standards, asserting that traditional justifications for its retention carried no weight given current financial pressures. He also reminded members of previous proposals to replace the current City Offices with a modern development and argued that the Colebrook Street car park was a waste of valuable land. He urged Cabinet to proceed with proposals and to engage with the community to ensure residents had a say in the future of these important civic assets.

Councillor Thompson and the Strategic Director responded to the comments and queries raised, including emphasising future decisions would also have regard to the balance between civic and community uses. The Strategic Director advised that the information in the exempt appendices in relation to the soft marketing testing undertaken confirmed that there was commercial interest in a lease of the length of time being suggested.

Cabinet and invited councillors present confirmed that they did not wish to move into exempt session to discuss the contents of the exempt appendices further.

In relation to the comments made by Councillor Wallace, Councillor Tod confirmed he would discuss further with the councillor and the Chief Executive about how wider member involvement could best be achieved, within the necessary commercial constraints.

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

RESOLVED:

1. That the formal marketing of the Guildhall and Abbey House to secure an offer for an occupational lease be approved as combined and separate lots.

2. That a budget of £ 97k for the relocation of the Walton Suite and other Guildhall offices into City Offices as well as other one off costs be agreed.

3. That a further report will be presented on the outcome of the marketing exercise before the Council enters into the lease.

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

RESOLVED:

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

10. **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.

Minute Number	Item		Description of Exempt Information
11	Securing the future of the Guildhall & Abbey House (exempt appendices)	))))))	Information relating to the financial or business affairs of any particular person (including the authority holding that information). (Para 3 Schedule 12A refers)

11. **<u>SECURING THE FUTURE OF GUILDHALL AND ABBEY HOUSE (EXEMPT APPENDICES)</u>**

RESOLVED:

That the contents of the exempt appendices be noted.

The meeting commenced at 9.30 am and concluded at 10.50 am

Chairperson

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CAB3565
CABINET

REPORT TITLE: ST. PETER'S CAR PARK: PROPOSED AFFORDABLE HOUSING SCHEME

25 AUGUST 2026

REPORT OF CABINET MEMBER: Councillor Mark Reach, Cabinet Member for Good Homes

Contact Officer: CAROLINE EGAN

Tel: 07919 565 160 Email: cegan@winchester.gov.uk

WARD(S): ST BARTHOLOMEW

PURPOSE

This report seeks approval to proceed with pre-planning works towards developing the St. Peter's Car Park site in Winchester for the construction of affordable homes.

The site was originally purchased by the council for the construction of council housing, however it was initially used as a car park while the Brooks Centre was under construction, and has remained as a temporary car park ever since.

The site has recently been reallocated for housing in the newly adopted Local Plan. The construction of affordable homes on the site would make a positive contribution to the council's 1,000 new homes target by delivering much needed affordable housing on a brownfield site in a sustainable city centre location.

Since 2020, the council has built or acquired 364 new aforable homes, with a further 124 currently under construction. The council's affordable housing development programme complements that delivered by other registered affordable housing providers, an example of which is the proposal by Places for People to develop the council's Bar End Depot site for circa 80 affordable homes.

The St Peter's scheme would make use of central government funding as well as the council's affordable housing commuted sum subsidy.

This report outlines development proposals and seeks approval to proceed with the submission of a planning application and thereafter, proceed with a procurement exercise to tender for construction.

A Final Business Case report will be presented to the Cabinet of the shadow authority (or successor body) after tenders are evaluated and the final tender price is known, to agree whether to proceed with the scheme. This is likely to be in the 2027/2028 financial year. The costs of submitting a planning application will be abortive if the scheme does not proceed.

RECOMMENDATIONS:

1. Authorise capital expenditure of up to £480,000 to allow for professional fees, site investigative work and surveys to allow the submission of a planning application for the St. Peter's Car Park site, to be funded from the unallocated new homes capital budget, and note that this work proceeds at a financial risk to the council.

2. Authorise the Corporate Head of Asset Management to prepare and submit a planning application for the redevelopment of the St. Peter's Car Park site.

3. Authorise the Corporate Head of Asset Management to enter into any required planning/legal agreements to facilitate the granting of planning consent.

4. Authorise the Corporate Head of Asset Management to invite tenders to undertake the design and build of the consented scheme.

5. To note that a Final Business Case report, including details of valuation and appropriation of the site from the General Fund to the Housing Revenue Account, will be presented to Cabinet after tenders are evaluated and the final tender price is known, to agree whether to proceed with the scheme and to award and enter into a construction design and build contract with the preferred bidder.

IMPLICATIONS:

1. COUNCIL PLAN OUTCOME

1.1 The proposals set out in this report respond to the key challenges and proprities identified in the Council Plan 2025 to 2030, and the Housing Development Strategy 2025 to 2032.

1.2 Greener Faster

1.3 Carbon neutrality and mitigating for the changing climate will be at the centre of the proposed design. Proposals for affordable homes will be consistent with the requirements of the new Local Plan for energy efficiency and sustainability, in support of the greener faster priority. Likewise, the redevelopment of this site, with limited parking provision, will support the use of sustainable modes of travel and reduce cars travelling on the busy North Walls route. The redevelopment proposals will also support air quality improvement in the city centre and enhance opportunities for biodiversity.

1.4 Thriving Places

1.5 The Council Plan 2025–2030 sets out the council’s Green Economic Development Strategy. The redevelopment of St. Peter’s Car Park for affordable homes will support key elements of this Development Strategy. Redevelopment to affordable homes will support employment opportunities during the construction stage and allow younger people to live and work in the city. It will support the regeneration of a brownfield site and be of social and community benefit.

1.6 Healthy Communities

1.7 The redevelopement of this site will encourage sustainable modes of travel with limited car use. The existing long distance footpath (St Swithun’s Way) which runs through the site, will be retained, and the design proposals aim to incorporate the aspirational quiet “east - west corridor”, identified in the Local Cycling and Walking Infrastrucure Plan (LCWIP), thereby enhancing the site’s permeability.

1.8 Good Homes for All

1.9 Subject to planning approval, the design proposals will create much needed affordable homes for applicants on the social housing register. Proposals will aim to exceed the number of units identified in the Local Plan’s site allocation therefore accommodating more persons from the register. The homes will be energy efficient and resilient to climate change, consistent with the council’s net zero goal, and will support the council’s target of delivering 1,000 new affordable homes by 2032.

1.10 Efficient and Effective

1.11 Robust project management techniques will be employed to manage the development. A project risk register will ensure that any significant risk is escalated to ensure efficient use of council resources and implementation of effective mitigation stategies.

1.12 Listening and Learning

1.13 Engagment and consultation of local residents has been undertaken as part of the site allocation in the adopted Local Plan 2020 – 2040. Prior to a planning application, the local community will be consulted on development proposals and will also have opportunity to comment as part of the statutory planning process.

2 FINANCIAL IMPLICATIONS

2.1 A local architect was engaged to provide a capacity study for St. Peter's Car Park for redevelopment as affordable flats and houses. The current scheme suggests 40 flats and 4 houses may be deliverable on the site, although further surveys and feasibility work will be required to determine final unit numbers.

2.2 Various tenure options have been considered when assessing the financial viability of the scheme. The final tenure mix will be considered at Final Business Case stage, with the aim of achieving a good balance between financial viability, affordability for tenants, and providing a mix of tenure options.

2.3 The site is currently operated by the council as a car park and the revenue generated and operating costs flow through the General Fund. In order for the site to be redeveloped for affordable homes, the car park would need to be closed, and the site appropriated to the Housing Revenue Account (HRA). Specialist advice on the correct valuation for this appropriation is required as it must represent an arms-length transaction between independent parties to ensure no detriment to either the General Fund or HRA.

2.4 In order to progress the scheme further, it is estimated that fees of £480,000 would be required for site surveys and professional fees to prepare and submit a planning application. This can be funded from the unallocated new homes capital budget. There is a risk that these costs would be abortive if planning is not consented, or if the scheme is not found to be viable, and expensed to the Housing Revenue Account. A summary of these fees is included in exempt appendix 1.

2.5 Once planning consent is granted, a build contractor will be sought for the scheme via a competitive tender process. Once the final tender price is evaluated it will be brought to Cabinet as a Final Business Case, at which point Members can agree whether or not to proceed with the development proposals.

2.6 In its current use as a car park, the site produced a gross income of approximately £395,000 in 2025/26 in parking and enforcement revenue. It is anticipated that while there is sufficient capacity in other council owned car parks, much of this revenue will be retained as users will park elsewhere. There is likely to be some income loss however to the General Fund where alternatives, such as the Park & Ride, have a lower charging structure. Ongoing costs such as business rates (£33,000 in 2025/26) will be saved as well as periodic costs including relining and resurfacing. In addition, the appropriation of the site from the General Fund to the HRA will result in an increase in the HRA's Capital Financing Requirement (CFR) or "borrowing need" with an equal decrease to the General Fund's CFR. The consequence of this will be to reduce the General Fund's annual Minimum Revenue Provision charge (equivalent to loan principal repayment) and interest costs.

2.7 Early indications suggest that the site will be eligible for grant subsidy from central government via the Brownfield Land Release Fund (BLRF) and Homes England, responding to current government policies promoting the development of council housing.

2.8 Should grant funding be secured, and subject to final costings and appropriation valuation, the likely level of council subsidy in the form of S106 affordable housing commuted sum subsidy may be in the region of £8m to make the scheme viable.

3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 Under Section 122(1) of the Local Government Act 1972, and Section 19(1) of the Housing Act 1985, prior to start on site, the council will appropriate the land from the General Fund to the Housing Revenue Account for redevelopment as affordable housing.

3.2 The site serves as an access point to the rear gardens of several dwellings along North Walls which will be retained. Winchester School of Art also has an access route into the car park. Maintenance access to the culvert running across the site will also be required.

3.3 St. Peter's Car Park is not adopted highway land, but all surrounding roads and access roads (including North Walls, Hyde Abbey Road and Gordon Road) are adopted by Hampshire County Council Highways.

3.4 There is a long-distance public footpath right of way, the St. Swithun's Way, that crosses the site from North Walls to Gordon Road, which will be retained. Any redevelopment of this site must consider the route of the St. Swithun's Way, and the footpath will need to remain open and accessible during construction. It is considered prudent to obtain specialist Public Right of Way advice on the potential impact of the St. Swithin's Way on any proposed redevelopment of this site.

3.5 The scheme design will also enable the delivery of the aspirational "west – east corridor" from the station and Marston Gate area to the Winchester School of Art.

3.6 Approximately a quarter of the car park falls within the Conservation Area.

3.7 All procurement required for delivery of the project will be in accordance with the Procurement Act 2023, the council's Contract Procedure Rules (CPRs) and adherence to the council's Procurement and Contract Management

Strategy (2020-2025), all in consultation with the Procurement and Legal teams.

3.8 Should this report be approved and planning consent granted, the project will be tendered on a JCT Design and Build contract. Although the transfer of risk to the contractor results in increased tender costs, it is considered this form of contract represents the least financial risk and exposure to the council.

4 WORKFORCE IMPLICATIONS

4.1 The project will require support from teams across the council including Finance, Procurement, Planning, Housing, Estates, and Legal.

5 PROPERTY AND ASSET IMPLICATIONS

5.1 The development of St. Peter's Car Park will require appropriation of the land from the General Fund to the Housing Revenue Account (HRA).

5.2 The Housing team will assume responsibilities for ongoing maintenance once the homes are completed.

6 CONSULTATION AND COMMUNICATION

6.1 Engagement and consultation has taken place as part of the Local Plan adoption process, including consultation as part of the site allocation for residential use.

6.2 Subject to approval of this report, local residents and businesses will be consulted on the development proposals prior to submission of a planning application. Residents and businesses will also have opportunity to comment on proposals during the statutory planning process.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 Design proposals will contribute to the council's carbon neturaltiy commitment and consider how to adapt to a changing climate. It is proposed to use low carbon heating technology to reduce and minimise energy consumption. Homes will be built to a high standard of fabric efficiency to reduce the demand for energy in the home. Proposals for limiting parking provision in this city centre location will support sustainable modes of transport.

7.2 Redevelopment from its current brownfield status to affordable housing will present signifcant opportunities to enhance biodiversity. The proposals will achieve biodiversity net gain (BNG) in accordance with national guidance and planning policy.

7.3 The site is located adjacent to the Air Quality Management Area (AQMA) and design proposals will implement mitigation measures to address air quality.

7.4 Noise impact assessments, air quality, and contaminated land surveys will be undertaken prior to submitting a planning application, and remediation measures will be implemented if required.

7.5 Design proposals for sustainable urban drainage systems (SuDs) will allow for the site's high groundwater levels. As the site is adjacent to a flood risk area, a flood risk assessment will demonstrate how the development will be safe from flooding.

7.6 Design proposals will assess any impact on the Conservation Area and, subject to approval of this report, an archaological asssessment will be undertaken to determine the site's constraints to inform mitigation strategies.

8 PUBLIC SECTOR EQUALITY DUTY

8.1 The key related strategies and policies, including the Housing Strategy 2023-2028 and Housing Development Strategy 2025-2032, have been subject to an Equality Impact Assessment.

8.2 Equality matters will be considered throughout the design, procurement, and tender process.

9 DATA PROTECTION IMPACT ASSESSMENT

9.1 Not applicable.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure Loss of car park income. Financial risk associated with brownfield site development. Reduced or no Homes England or BLRF grant funding available.	Appropriation capital value will mitigate lost revenue. Undertake comprehensive site investigation works to anticipate costs to include in financial appraisal. Grant levels assumed are in line with current grant rates. Regular meetings with grant funding contacts to check grant levels. Council is part of Wayfarer Consortium to assist with Homes England bids.	Development of affordable housing will generate rental income and provide opportunity to provide real value for money for persons seeking affordable accommodation in the city centre.
Exposure to challenge Loss of car parking in this city centre location may not be supported by all the community.	The site is allocated for residential development in the adopted Local Plan. Extensive engagement	

	and consultation with residents has been undertaken as part of the Local Plan adoption process.	
Innovation Higher build costs due to new technologies.	Lessons learned from recent builds used to minimise cost increases. High contingency in financial appraisal.	The repurposing of the site demonstrates the council's commitment to carbon neutrality by providing affordable homes using low carbon solutions to minimise energy consumption and create a sustainable community in the city centre.
Reputation Perception of lack of community consultation on removal of public car park.	Consultation on Local Plan allocation. Community consultation undertaken prior to planning submission.	Opportunity to repurpose a brownfield city centre location to accommodate persons on the social housing register, create a vibrant local community, and support placemaking.
Achievement of outcome Planning refused. Increase in build costs and/or interest rates makes scheme unviable.	Ensure professional, experienced consultants are engaged throughout the development process and implement strong governance in early stages to continue throughout local government reorganisation. Consider various tender routes to ensure value for money obtained.	Opportunity to consult with wide range of stakeholders to ensure delivery success.
Property Risk of unlet 2 bed flats following completion.	Ensure frequent communication with Housing allocations colleagues during development process.	Creation of new affordable homes meeting the council's Good Homes for All priority.

	Ensure unit mix reflects need.	
Community Support Risk of lack of community support.	Ensure high quality and inclusive community consultation is undertaken prior to planning submission.	Community consultation at pre-planning stage will engage residents and seek feedback on proposals.
Timescales Project delay.	Robust project management techniques will be employed to minimise project delays.	
Project capacity Limited council resources.	Use external professionals and resources as required.	Provides opportunity to widen knowledge base and provide objectivity.
Local Government Reorganisation Full Business Case will be presented to shadow authority who may have different corporate priorities.	Keep shadow authority updated on project progress.	Opportunity to utilise strong project governance in early stages to ensure smooth transition to local government reorganisation.
Other		

11 SUPPORTING INFORMATION

11.1 Background

11.2 St. Peter's Car Park is an existing public car park of 0.459ha owned by the council which is located between various residential dwellings on North Walls and St. Bede's Primary School. The site is well served by local amenities and is in walking distance to several public open spaces, including North Walls Recreation ground as well as public transport facilities.

11.3 The site is currently a surface car park providing 165 spaces. It is one of the 10 central car parks, currently offering around 1,500 spaces in total, which offer the most convenient parking at the highest price.

11.4 The site was originally purchased by the council for the construction of council housing, however it was initially used as a car park while the Brooks Centre was under construction, and has remained as a temporary car park ever since.

11.5 The council recently confirmed that the Cattle Market car park would remain in use until the northern park and ride had been delivered, ensuring car parking provision for visitors on the northern side of the city.

11.6 The site is allocated in the Adopted Local Plan 2020-2040 for redevelopment for 30 dwellings (Policy W3).

11.7 The site provides an opportunity for the council to deliver new, energy efficient affordable homes in a sustainable city centre location.

11.8 Proposal

11.9 In June 2026, Architecture PLB were commissioned to refresh their previous capacity studies of the site. They produced a proposed scheme comprising 40 1 and 2 bed flats and 4 3-bed houses. This is consistent with housing need in the district, as shown in the table below:

Housing Need: Number of Households registered on HHC by Bedroom Need in Winchester District (April 2026)	
1 bed need	1,117
2 bed need	304
3 bed need	196
4 bed need	81
TOTAL	1,698

(*Hampshire Home Choice Annual Report 2026*)

11.10 Calford Seaden were then commissioned to produce a cost estimate for the proposed scheme.

11.11 Development proposals for the site aim to exceed the numbers in the site allocation thus optimising development potential to meet the high demand for affordable homes in the city centre, whilst still responding to the planning policy requirements of the Local Plan.

11.12 Design proposals will respond to the Winchester Movement Strategy and the Local Cycling and Walking Infrastructure Plan (LCWIP) to create a permeable space to maximise opportunities for sustainable modes of travel. Proposals aim to restrict parking to two or three car share vehicles, plus private parking for accommodation designed for persons with restricted mobility. The limited parking provision will respond to the Local Plan requirements and reduce car use in this sustainable city centre location.

11.13 The scheme design will also enable the delivery of the aspirational “west – east corridor” from the station and Marston Gate area to the Winchester School of Art.

11.14 A portion of the site falls within the Winchester Conservation Area and proposals for the whole site will include a high standard of architectural design and use quality materials consistent with development requirements in the Conservation Area.

11.15 Site investigation surveys

11.16 Further ground and site investigation work is required prior to a planning application submission to determine site and development constraints. This includes ecology, tree, archaeological and contamination surveys.

11.17 The site has high groundwater levels so design proposals will ensure that groundwater flows towards the river, and a flood risk assessment will be undertaken as part of the design process.

11.18 Planning submission

11.19 Once planning consent is granted, a build contractor will be sought for the scheme via a competitive tender process. Once the final tender price is evaluated it will be brought to Cabinet as a Final Business Case, at which point Members can agree whether or not to proceed with the development proposals.

12 OTHER OPTIONS CONSIDERED AND REJECTED

None

13 BACKGROUND DOCUMENTS: -

Adopted Local Plan Local-2020-2040

Previous Committee Reports: -

None

Other Background Documents: -

None

14 APPENDICES:

Exempt Appendix 1: Professional Fees Breakdown

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CAB3570
CABINET

REPORT TITLE: CENTRAL WINCHESTER REGENERATION – UPDATED BUSINESS CASE

25 AUGUST 2026

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

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

WARD(S): ALL WARDS

PURPOSE

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

In March 2023 the Council appointed Partnerships & Places LLP (known locally as Jigsaw) as their development partner. This included the Development Partner Business Case (CAB3371) for the appointment of Jigsaw.

Jigsaw has progressed their planning application to the stage that they now wish to seek approval from the Council as landowner to submit a planning application for the following:

- 232 homes 17,885 sqm NIA
- 3,619 sqm of commercial floorspace
- 6,600 sqm of new public squares, streets and routes
- 1,275 sqm of children’s play space
- Creation of a new Woolstapler’s Square and opening up of the Abbey Mill Stream as a significant public realm feature
- Retention and reuse of Kings Walk and the Antiques Market
- 64 new trees, net increase of 700% compared to existing provision

- Largely car-free development
- 587 cycle parking spaces proposed
- Net-zero operational carbon on site targeted
- Fabric-first design with air source heat pumps and photovoltaic panels
- BREEAM Excellent targeted for new non-residential floorspace
- New public spaces in Middle Brook St and on the western part of the existing bus station

This paper now brings forward an update on the business case, primarily focusing on the Financial Case arising from the proposed scheme, since the procurement of Jigsaw did not seek a scheme to be developed as part of that process. We have also taken the opportunity to update the other elements of the Business Case and evaluating the objectives set by Cabinet in late 2021 against the Jigsaw proposals using the 5 core dimensions of the Treasury framework for developing business cases: namely.

- The Strategic Case-the case for change
- The Economic Case-value for money
- The Commercial Case-procurement and market
- The Financial Case-affordability
- The Management Case-deliverability

This report outlines the current position, explains the changes since the Outline and Development Partner Business Case were considered in November 2021, and March 2023 respectively. It seeks the Council's approval, in its capacity as landowner, for Jigsaw to submit a planning application.

The paper also recommends that as part of providing the best bus infrastructure possible, the Council should seek to accept a surrender of the lease to M&S for the car park in Tanner St, including the use of Compulsory Purchase powers if negotiation isn't successful.

RECOMMENDATIONS:

1. That Cabinet notes the updated Business Case as presented in Appendix A and Exempt Appendix B.
2. That Cabinet approves the submission, by Partnership and Places LLP, of the planning application as outlined in Appendix D to the Local Planning Authority.
3. That Cabinet approves a capital budget and expenditure of up to £450,000, funded by prudential borrowing, to agree the surrender of the lease of the

M&S car park in order to enable the proposed bus infrastructure to be provided.

4. That Cabinet authorises the Strategic Director with responsibility for the Central Winchester Regeneration project to negotiate the surrender of the lease of the M&S car park in Tanner Street.
5. That, should negotiations for the surrender of the lease of the M&S car park on Tanner Street prove unsuccessful, Cabinet resolves to exercise compulsory purchase powers to facilitate its acquisition and authorises the Strategic Director with responsibility for the Central Winchester Regeneration project to undertake all necessary investigations and preparatory work required for the making of a Compulsory Purchase Order.
6. That Cabinet authorises the Strategic Director with responsibility for the Central Winchester Regeneration project, in liaison with the S151 officer, to continue to negotiate with Jigsaw on the commercial terms within the Development Agreement to reflect the Council's investment in the project.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

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

1.1 Greener Faster

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

1.2 Thriving Places

The Council is driving sustainable growth through its Green Economic Development Strategy, which sets out opportunities to build a nationally significant cluster in creativity, design, heritage, and nature-based professional services, while also strengthening a large-scale network of creative industries.

1.3 Healthy Communities

The Council's ambition is for all residents to live healthy and fulfilling lives, feel safe and secure in their neighbourhoods, and enjoy the recreational and cultural opportunities the district has to offer. To achieve this, the Council is committed to investing in public spaces and working closely with partners to foster a sense of pride in place among residents.

1.4 Good Homes for All

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

1.5 Efficient and Effective

The CWR Programme is being managed in line with the Council's project management framework. This includes maintaining, reviewing, and updating the programme risk register and ensuring that appropriate mitigation measures are implemented.

Quarterly highlight reports are submitted to the Council's Project and Capital Programme Board for review. A summary of progress is also included in the quarterly performance report, which is considered by the Scrutiny Committee before being presented to Cabinet.

1.6 Listening and Learning

The Council is committed to ensuring that everyone in the district, regardless of their background, income, or life circumstances, has the opportunity to make their voice heard, and that these views are carefully considered and acted upon.

Public views have informed the adoption of the Central Winchester Regeneration Supplementary Planning Document (SPD), as well as the subsequent development proposals. Ongoing engagement will continue to help shape the regeneration of central Winchester as the programme progresses.

2 FINANCIAL IMPLICATIONS

2.1 The Council entered into the Development Agreement (DA) in April 2024, having had the financial implications set out in the report approving the appointment of Jigsaw (CAB3371). In considering whether to agree to the submission of the planning application to the Local Planning Authority, the Council must have regard to its fiduciary duty to act in the best interests of the district's council taxpayers and in its role as custodian of the Council's assets.

2.2 It is important to note that the Council's primary driver in progressing the CWR project is not financial return. Rather, it is focused on delivering the wider social, economic and environmental benefits that the regeneration of the area will bring to the city and the wider district. These benefits were identified and set out in the Outline Business Case, which was approved by Cabinet in December 2021 and by Full Council in January 2022.

2.3 However, the regeneration of central Winchester must be affordable and financially sustainable for the Council. The wider macroeconomic environment has remained challenging since 2021, and these challenges have intensified since the appointment of Jigsaw. To inform decision-making, the Council has commissioned an updated business case to build upon the work undertaken through the Strategic Business Case, Outline Business Case and the Developers Business Case that was produced at the time Cabinet decided to appoint Jigsaw. At that point the Financial Case was limited because there was no scheme to assess. It is therefore appropriate to consider the Financial Case now there is a proposed scheme that Jigsaw are intending to submit. The updated business case is contained in Appendix A and Exempt Appendix B. It reviews the proposed scheme against the original project objectives and considers the macroeconomic factors affecting development across the country. The updated business case also assesses the financial viability and deliverability of the proposed scheme in the context of current market conditions and the Council's strategic objectives.

2.4 The Council has been aware from the outset, following the submission of Jigsaw's initial financial model (reported in CAB3484), that the regeneration of central Winchester would be financially challenging. This is due both to the SPD agreed in 2018 and the objectives established for the scheme in 2021.

All developments have to contend with wider economic factors, including sustained increases in construction costs that have significantly outpaced growth in residential and commercial values. The updated business case sets out these challenges in detail and considers their impact on the viability and deliverability of the proposed development.

2.5 The current financial model does not generate a residual land value for the Council, which differs from the position presented at the time of the Outline Business Case (OBC) approval. As outlined in the Exempt Appendix B - there are a number of reasons for this. The DA includes a review mechanism specifically designed to address changes in the financial viability of the scheme, and this mechanism has been utilised to explore opportunities to improve viability. These measures have included, as a last resort, reviewing the level of profit to which Jigsaw is entitled under the agreement. Exempt Appendix B provides further detail on this matter.

2.6 The Council currently receives net income of around £650,000 per annum from the assets located within the red line boundary of the DA. During the latter stages of the procurement process, shortlisted bidders were asked to identify options for replacing this income stream as part of the regeneration proposals. The OBC identified that replacement income could be generated through the conversion of any residual land value into the acquisition of an income-producing asset. However, as the current financial model does not generate a residual land value for the Council, there is no opportunity to create a replacement income stream through this mechanism. The updated business case assesses the implications of the loss of this income and the absence of replacement income on the Council's overall financial position. The majority of the lost income has already been factored into the council's budgets and the fact there is no opportunity to create a replacement income is considered affordable to the council in the context of its overall MTFS. The loss of income is gradual and is influenced by the phasing of works. The estimated timing of income loss is illustrated in the table below (expressed in today's terms).

	27/28	28/29	29/30	30/31	Ongoing
Loss of Income £000	61	104	610	656	656

2.7 It is important to note that the viability assessment reflects the position at the current point in time and is based on the information and assumptions available when the updated business case was prepared. The actual Land Value Thresholds, as defined in the DA, cannot be agreed with Jigsaw at precisely this point. The main reason for this is that negotiations are ongoing on a number of commercial matters with Jigsaw. Those negotiations will have an impact on the Land Value Thresholds, but the aim is to conclude those issues prior to submission of the planning application in October. As a result, the financial position may change between now and land drawdown in response to market conditions, development values, construction costs, and other economic factors. The assessment presented in the updated business case should therefore be regarded as a snapshot of viability at this stage of the project.

2.8 This updated business case reflects the latest proposed scheme and does not include the recently acquired former St Clement's Surgery site or the proposed acquisition of the M&S Car Park.

Bus infrastructure – purchase of M&S car park

2.9 In order to provide the proposed bus infrastructure, it is necessary to purchase the existing M&S car park within the central Winchester area as detailed in paragraphs 11.38 to 11.41. The total cost including Stamp Duty Land Tax and fees is estimated at up to £450,000. The estimated cost of borrowing to finance this expenditure is £30,000 per annum for 50 years made up of Minimum Revenue Provision (equivalent to principal repayment) and interest. M&S have agreed to a joint valuation of the site, which is currently being finalised.

Overage risk

2.10 When the council purchased the former Friarsgate Medical Centre (FGMC) in 2018, it entered into a Deed of Overage with the vendor dated 13 December 2018 with the planning overage period being 15 years from that date (CAB3045 refers).

2.11 The overage is calculated as £50 per square foot, indexed to RPI, of development on the former FGMC site in excess of 30,741 square feet of net internal area (NIA). The overage trigger event is defined as the “implementation of the planning permission” and it is on this date that the overage is calculated. The payment is considered consideration for purchase of the property by HMRC and so stamp duty land tax at 5% is also payable.

2.12 In the current plans it is proposed that development on this part of the site will amount to a total of 36,102 square feet NIA. If the overage were triggered today, this would lead to a charge of around £390,000 plus SDLT. The work on this element is not expected until the towards the end of the CWR development and so it is not anticipated that the overage will be triggered for several years if at all. Whilst it is not possible to know exactly what the liability will be when, and, if it is triggered, a reasonable estimate (based on historic RPI) indicates an amount of up to £500,000 plus SDLT of £25,000 may be required. If the ultimate development on this part of the site is less than proposed the overage payable would be less, or, if the trigger event occurred after 13 December 2033, this overage would not be payable at all. The actual amount payable will also depend on future RPI.

2.13 Jigsaw are under a “reasonable endeavours” clause in the Development Agreement not to trigger the overage clause and the floorspace figure that Jigsaw have designed to may be seen as a maximum amount of floorspace but is still subject to consideration of the planning application by the Local

Planning Authority. Therefore at this point in time there is considerable uncertainty about whether or not the overage clause will be triggered.

3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 In June 2021, the Strategic Outline Business Case was approved (CAB3033), confirming both the strategic direction and the preferred approach of delivering the scheme through a development partner. This was followed in December 2021 by the Outline Business Case (CAB3322), which set out the proposed procurement process and established the key objectives and commercial principles underpinning the scheme.

3.2 The Development Agreement (DA) was signed in April 2024 and the first milestone set out in the DA was approval of the Development Delivery Plan (DDP), which took place in March 2025 (CAB3484). Following GKRL's exit from the Partnerships & Places Consortium in late 2025, Cabinet approved the Change in Consortium Composition in January 2026 (CAB3536).

3.3 The Council entered into the Development Agreement with Jigsaw on 22nd April 2024, and this document governs the relationship between the Council and Jigsaw.

3.4 Under the DA, Jigsaw have to submit a planning application by March 2027 at the latest otherwise they are in default of the DA. It is Jigsaw's intention to submit the planning application in the late autumn once the Council, as landowner, has considered the contents of the planning application via this report.

3.5 The DA also set out a mechanism for how the two parties should govern the process following the signing of the DA. A Joint Board was to be established with 8 members – 4 each from Jigsaw and the Council. The Council's representatives were the Leader, Deputy Leader, Chief Executive and the Strategic Director with responsibility for CWR. Given the iterative nature of the process to reach a planning application, the Board was established to provide guidance on emerging issues, receive quarterly updates on the Development Delivery Plan and Financial Model and to make decisions jointly on moving the project forward.

3.6 In considering the proposed planning application and updated business case the Council must act reasonably and in accordance with the Development Agreement (DA). Following 18 months of design development and regular review through the CWR Joint Board, it would be difficult to justify refusing approval for submission of the planning application. Such a decision could lead Jigsaw to claim that the Council is in default of the DA, potentially exposing the Council to liability for costs incurred by Jigsaw since the DA was signed.

3.7 It is important to distinguish between the Council's role as a party to the Development Agreement and its separate role as Local Planning Authority. These functions are exercised for different purposes and under separate statutory responsibilities. Accordingly, approval of these recommendations by Cabinet would not prejudice or restrict the Local Planning Authority's ability to independently assess and determine any planning application submitted by Jigsaw.

4 WORKFORCE IMPLICATIONS

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

5 PROPERTY AND ASSET IMPLICATIONS

5.1 Under the DA, the Council is required to provide Jigsaw with vacant possession of the development site. Existing leases within Kings Walk and Middle Brook Street can be terminated, subject to the required notice periods. Before requesting a building licence, Jigsaw must satisfy the 17 conditions precedent set out in the DA.

5.2 Phase 1 of the scheme, comprising Kings Walk, properties on Middle Brook Street and the former Friarsgate car park, is expected to require vacant possession from late 2027.

5.3 Failure to provide vacant possession in accordance with the DA could place the Council in default of its contractual obligations. Discussions with the Council's existing tenants in this location continue with Jigsaw in attendance.

6 CONSULTATION AND COMMUNICATION

6.1 Throughout the design development of the scheme, Jigsaw has undertaken an extensive programme of engagement with local residents, businesses, stakeholders and community groups. This has included public consultation events, stakeholder workshops, meetings with key organisations and targeted engagement activities both within the city and across the wider district. An Engagement Report was also prepared as part of the DDP process and was considered by Scrutiny and Cabinet when approving the DDP in March 2025 (CAB3484). Since approval of the DDP, a further 10 engagement events have been undertaken. These events took place on:

- 26 January 2026 – Public drop-in event, Winchester
- 27 January 2026 – Public drop-in event, Winchester
- 2 February 2026 – Public drop-in event, Winchester
- 8 June 2026 – Stakeholder invitation event, Winchester
- 9 June 2026 – Public drop-in event, Winchester
- 10 June 2026 – Public drop-in event, Winchester
- 11 June 2026 – Public drop-in event, Winchester

- 16 June 2026 – District engagement event, Colden Common
- 17 June 2026 – District engagement event, New Alresford
- 18 June 2026 – District engagement event, Kings Worthy

6.2 The engagement programme has sought to ensure that stakeholders are informed of the proposals and have opportunities to provide feedback throughout the development of the scheme. Engagement has included discussions with residents, local businesses, community organisations, statutory bodies and public sector partners.

6.3 Feedback received through the process has informed the development of the updated business case and the refinement of the scheme proposals. Key themes raised during engagement included public realm, transport impacts, sustainability, community benefits and these considerations have been reflected in the final proposals where appropriate.

6.4 Ongoing communication and stakeholder consultation will continue throughout the consideration of the planning application by the Local Planning Authority and during the delivery phase of the project to ensure that interested parties remain informed of progress and any potential impacts arising from implementation.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 A key factor in Jigsaw's appointment as development partner was Igloo Regeneration's strong track record and commitment to sustainability. Igloo is a certified B Corporation, recognised for meeting high standards of social and environmental performance, accountability and transparency. To measure and manage the impact of its developments, Igloo applies its Footprint® methodology, which focuses on delivering positive outcomes across three core objectives:

- People – Promoting community wellbeing and social value.
- Place – Creating exemplary neighbourhoods that are inclusive, attractive and well connected.
- Planet – Ensuring climate-positive development and environmental sustainability.

This approach aligns closely with the Council's ambitions for the Central Winchester Regeneration scheme and has informed the design and development of the proposals brought forward by Jigsaw.

7.2 Igloo Regeneration's Footprint® methodology is embedded throughout the delivery of its projects and is structured around six key themes that guide design, development and long-term stewardship:

- Wellbeing – Enhancing quality of life and supporting healthy lifestyles.

- Community – Building social capital, fostering inclusion and strengthening community connections.
- Place – Creating healthy, attractive and sustainable neighbourhoods where people want to live, work and visit.
- Nature – Supporting biodiversity and bringing nature back into urban environments.
- Climate – Delivering planet-positive places through reduced carbon emissions and climate resilience.
- Circular – Conserving finite resources by promoting reuse, minimising waste and supporting circular economy principles.

These themes provide a framework for assessing and maximising the social, environmental and economic benefits of the Central Winchester Regeneration scheme.

7.3 Through the Central Winchester Regeneration proposals, Jigsaw seeks to create a highly sustainable development that delivers a number of significant sustainability benefits, including:

- Delivery of new homes designed to achieve an EPC A rating, supporting reduced energy consumption and lower household energy costs.
- Targeting BREEAM Excellent rating for new commercial property.
- Opening up the existing culvert beneath the bus station, creating a new waterway that will contribute to flood mitigation, enhance biodiversity and deliver wider ecological benefits.
- A largely car-free development, prioritising walking, cycling and public transport while reducing vehicle movements and associated carbon emissions.
- Enhanced public realm and green infrastructure, helping to create a healthier and more attractive environment for residents and visitors.
- Measures to support climate resilience, biodiversity net gain and sustainable resource use throughout the development.

The proposals seek to deliver positive social, environmental and economic outcomes in line with both Igloo Regeneration's sustainability principles and the Council's wider objectives.

8 PUBLIC SECTOR EQUALITY DUTY

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

Assessment has been prepared alongside this paper and is attached at Appendix C.

9 DATA PROTECTION IMPACT ASSESSMENT

9.1 Due regard has been given to the Council's obligations under the Data Protection Act 2018 and General Data Protection Regulation (GDPR) 2018, it is considered that a Data Processing Impact Assessment (DPIA) is not required for this report.

9.2 Any data collected has been and will be held in accordance with the Data Protection Act 2018 and General Data Protection Regulations 2018.

9.3 This will be applied to any data collected as a result of any future events, consultations and engagements.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Property Failure to secure the M&S car park could restrict delivery of the preferred scheme and bus infrastructure improvements.	Negotiate surrender of the lease and prepare for compulsory purchase if required.	Acquisition would enable enhanced bus facilities and greater flexibility in the scheme design.
Legal Legal challenge could arise in relation to the planning application, amendments to the Development Agreement (if required), land acquisition, or the use of compulsory purchase powers.	Obtain advice from internal and external legal advisers and ensure compliance with statutory requirements and the Council's governance procedures.	A legally robust process will provide greater certainty for delivery of the scheme and confidence for stakeholders and investors.
Financial Exposure Construction inflation, market conditions, abnormal development costs, or changes in projected revenues could	Detailed financial modelling has informed the updated business case. Commercial terms within the Development	Successful delivery of the scheme could generate long-term economic, transport, and regeneration benefits for

Risk	Mitigation	Opportunities
affect the viability of the scheme.	Agreement will be reviewed to reflect the Council's additional acquisitions. Cost and viability assumptions will continue to be monitored through project governance arrangements.	Winchester and enhance the value of Council-owned assets.
Exposure to challenge Potential for someone to challenge the decision.	Take advice from the Council's external lawyers and follow a governance process that is transparent and comprehensive.	A transparent and robust decision-making process will increase confidence amongst stakeholders and reduce uncertainty during project delivery.
Reputation Failure to progress the regeneration scheme, significant delays, or additional costs could adversely affect the Council's reputation. The project may also attract criticism from some stakeholders.	Maintain clear communication regarding the rationale for decisions, project benefits, costs, and risks. Continue engagement with stakeholders and the local community.	Successful delivery of the scheme would demonstrate the Council's commitment to delivering regeneration, improving public transport infrastructure, and supporting the vitality of Winchester city centre.
Community Support Whilst there is broad support for regeneration of the area, some aspects of the proposals may attract objection through the planning process.	Any proposals for development would be expected to be in line with the SPD and would be subject to statutory consultation through the planning process.	Wide support exists for the regeneration of the central Winchester area. Delivery of the scheme would help realise the vision and objectives of the SPD.
Project capacity The Regeneration Team is involved in a significant number of major initiatives, creating potential resource and capacity pressures.	This risk can be mitigated by utilising temporary secondments or interim staff should this prove necessary. The Jigsaw consultant team can also	The project provides an opportunity to utilise specialist expertise and strengthen collaborative working between the

Risk	Mitigation	Opportunities
	provide expertise and additional resource.	Council and its development partners.
Local Government Reorganisation Local Government Reorganisation may affect future decision-making arrangements and the ability to approve amendments to project documentation following implementation of any Structural Change Order.	Progress key decisions as quickly as practicable and take ongoing legal advice regarding governance requirements arising from reorganisation proposals.	The delivery of a regeneration scheme on this site has been a longstanding priority for the Council. Progressing the project now provides greater certainty before any future governance changes are implemented.

11 SUPPORTING INFORMATION

11.1 The Council has been progressing the Central Winchester Regeneration programme for several years, including the adoption of the SPD in 2018 and approval of the OBC in 2021 and a Development Partner Business Case for the appointment of Jigsaw as the Council's development partner. Since their appointment in 2023, Jigsaw has undertaken extensive design development work to refine its proposals for the site. The scheme proposed for submission to the Local Planning Authority is set out in Appendix D and includes the overall masterplan, detailed floorplans, elevations and computer-generated images (CGIs) of the proposed development. The proposals also include a strategy for the delivery of new and improved bus infrastructure, enabling the existing bus station site to be redeveloped while maintaining bus service provision throughout the delivery of the scheme and these are set out in Appendix F.

The Planning Application

11.2 The planning application is set out in Appendix D and summarised in the Purpose section of the report. Briefly, the proposals are for 17,885 sqm of residential accommodation, delivering 232 homes of a range of sizes. Kings Walk is retained and refurbished to provide improved commercial spaces on the ground and mezzanine floors, with two floors of residential accommodation above, creating a distinctive offer that complements the new-build elements of the scheme. Coitbury House is also proposed to be retained for commercial purposes. Both these buildings were assumed to be demolished in the OBC.

11.3 Phase 1 comprises the land bordered by Middle Brook Street, Friarsgate, Tanner Street and Silver Hill. Phase 2 is the remainder of the site comprising the bus station, Coitbury House and the former Friarsgate Medical Centre site, which has been demolished. A later phase will include the recently acquired St Clemence Surgery.

11.4 The proposals deliver significant new public realm, including a new public space off Middle Brook Street in Phase 1 and Woolstaplers Square in Phase 2. The application also demonstrates how new bus infrastructure, including bus stops and stands, can be accommodated within the city centre highway network, enabling bus services to continue operating throughout the district.

Updated Business Case

11.5 The Council reserved the right as landowner to approve the contents and submission of the planning application to the Local Planning Authority. To assist in consideration of this important stage, the Council is using the same Treasury five Case model that was used in the procurement of Jigsaw to assess the proposed planning application against its objectives set in December 2021(CAB3322). There was little financial information or economic benefit identified at the point when Jigsaw was appointed due to the nature of that procurement exercise and therefore this updated business case provides that detail.

11.6 The updated business case is contained in the Appendix A and Exempt Appendix B. The following sections take each of the five cases and summarises each one and any changes that have occurred since 2021.

a) The purpose of the updated business case is to review progress of the scheme since the OBC.

b) Assess whether or not the updated business case still meets the objectives set at OBC stage and if not explain why.

c) Provide the Council with an assurance process that allows it to determine, whether, as landowner, it is appropriate for the planning application to be submitted to the Local Planning Authority.

Strategic Case

11.7 The Strategic Case of the updated business case considers that the proposals developed by Jigsaw will deliver a comprehensive regeneration of this key city centre site, creating a mixed-use, pedestrian-friendly quarter that is distinctly Winchester in character. The scheme will provide new homes, commercial space, cultural and heritage opportunities, and high-quality public realm, alongside the imaginative reuse and refurbishment of existing buildings. While the proposals align with the majority of the Council's strategic objectives, there are some areas where the original aspirations set out in the OBC will not be fully achieved.

11.8 The Council set out six investment objectives:

a) Work

b) Live

c) Play

d) Student experience

e) Overnight tourism

f) Sustainable development

11.9 The proposals are considered to meet the majority of these objectives. However, two elements have changed since the OBC was approved. Firstly, the scheme does not currently provide any affordable housing, reflecting viability constraints identified through the development process. This position will be independently tested as part of the planning application through a viability assessment submitted to and reviewed by the Local Planning Authority. The Council and Jigsaw have explored various options to make some affordable provision within the scheme, including the Council directly developing affordable housing but there is no subsidy available that could make that work financially for the Housing Revenue Account. It remains an aspiration for both the Council and Jigsaw, who will continue to explore how some affordable housing can be provided, particularly if grant funding can be brought into the scheme either to directly fund affordable housing or some other form of external funding.

11.10 Secondly, the objective relating to overnight tourism is only partially met. While the development scenario considered at OBC stage included a hotel, and Jigsaw explored the potential for a boutique hotel within the scheme, this was not found to be commercially viable. Nevertheless, the proposals will support the wider visitor economy through the provision of new commercial, cultural and public realm spaces, helping to increase the attractiveness of Winchester as a destination for both day and overnight visitors.

Economic Case

11.11 The OBC included a Benefits Cost Ratio (BCR) of the socio-economic benefits of the proposed CWR programme. This is used to summarise the overall relationship between the relative costs and benefits of the CWR programme. The OBC identified a BCR for All Economy of £2.68 as the Base Case – indicating that for every £1 invested, £2.68 of economic and social value would be created. The OBC concluded that the regeneration of CWR will deliver significant economic benefits to the Winchester economy as well as achieving the investment objectives set by the Council.

11.12 The updated business case has followed the same methodology as the OBC, and the full analysis is set out in Section 4 of the updated business case in

Appendix A. While changes to the scheme since 2021, particularly the absence of affordable housing, have reduced the overall level of quantified benefits, the updated appraisal continues to demonstrate a positive Benefit-Cost Ratio of £2.12 for every £1 invested. The updated business case therefore concludes that the scheme continues to provide positive economic and social value and remains capable of delivering significant regeneration benefits for Winchester and the wider district.

Commercial Case

11.13 The Commercial Case was a key component of the Outline Business Case (OBC), which considered the procurement and delivery arrangements required to support the preferred development option. These arrangements were subsequently tested through a competitive procurement process, culminating in the appointment of Jigsaw as the Council's development partner in March 2023 (CAB3371).

11.14 It is worth noting that the following obligations were placed on the developer by the Development Agreement:

- Satisfaction of the pre-conditions for draw down of land from the Council
- Managing the design and planning process
- Viability
- Ensuring proper financial planning, management and accounting
- Identifying and pursuing funding
- Tendering and appointing contractors
- Pre-Let’s
- Regular monitoring and reporting through quarterly updates of the Development Delivery Plan

11.15 Where a phase is not viable the DA provides a mechanism for the parties to assess how best to achieve viability or to proceed with the development on a different financial basis by agreement.

11.16 The Commercial Case, although having been thoroughly tested at the point at which Jigsaw were appointed, is still relevant to see how the parameters put in place have worked to keep a proposal on the table despite some very challenging economic conditions. As the Financial Case below will demonstrate, these commercial considerations and the flexibility to allow different scenarios to happen have been instrumental in reaching this point. If the DA had not been constructed in the way it was then a very different outcome may have been in play given the wider economic impacts.

Financial Case

11.17 The financial case explores the overall affordability of the proposals by Jigsaw. There are two important matters to be clear on from the beginning. The first is that the Jigsaw proposals are not comparative with the assumptions that were made by the consultant team for the OBC. These vary from the actual metrics used for build costs and values (which are never static), buildings to be demolished, inclusion of a hotel, to phasing, to archaeological costs and additional costs for sustainability issues. The second point to note is that for the first time the Council is presented with a scheme, which is viable for a developer to obtain funding in the market to build out.

11.18 The OBC forecast a £3.4m capital receipt to the Council from the redevelopment of the CWR area. That was based on standard metrics on costs and values together with some assumptions about development mix, phasing and other issues highlighted in Para 11.16, all of which have changed.

11.19 The updated business case in Appendix A explains the reason why there has been such dramatic changes in the wider economy and how they have impacted on the overall scheme finances, particularly construction costs. The wider impact across the residential sector in Hampshire and the Southeast is also apparent and the CWR project is not alone in having to face an economic environment that has resulted in many developments becoming unviable. For CWR, it is important to note that Jigsaw are still intent on taking forward the scheme to planning, incurring significant costs.

11.20 It should also be remembered that this is the first time that a developer has costed the impact of following the SPD across a number of the objectives. The cost of achieving some of the issues required in the SPD and investment objectives has been disproportionately impacted by the increases in build costs, particularly “Winchesterness”, opening up culverts, public realm, which do not directly contribute to income.

11.21 The second part of the affordability issue refers to the income that the Council receives from the properties in Kings Walk, Middle Brook Street and the Bus Station. The phasing adopted by Jigsaw would mean that the bulk of the income would be lost in 2027, whereas the phasing approach in the OBC saw that part of the site remaining for the longer term. This means that under the current scenario Jigsaw will draw down land from the Council in late 2027 and at that point the income currently received from the Middle Brook Street properties and Kings Walk will cease. The impact of that is set out in the updated business case Finance Section in Exempt Appendix B.

11.22 During the procurement process, bidders were asked to consider how the Council's existing income streams could be replaced. The principal mechanism identified was the reinvestment of any land value received by the Council into alternative income-producing assets. Under the current financial model, however, no capital land receipt is projected and, having invested significant resources into the design and promotion of the scheme, Jigsaw is not proposing to transfer income-generating assets to the Council. The bus station income will therefore remain the principal continuing income stream for a longer period than originally anticipated.

11.23 The updated business case sets out the loss of income over time and the impact on the Council's finances.

11.24 The DA set profit levels for Jigsaw at for private housing and on commercial assets. The DA also has two overage provisions built into the agreement:

- Planning – where an enhanced scheme is pursued and calculated according to the DA.
- Revenue – based upon actual sales income received and calculated according to the DA.

11.25 Commercial discussions are ongoing with Jigsaw about profit levels to reflect the investment the Council is making to the overall project finances via CIL, land acquisitions and also the move away from a significant objective of providing for affordable housing due to viability reasons. These discussions do not impact this paper at this time and if successful would be an improvement on the current reported situation. If the conclusion of those discussions requires an amendment to the DA, then Officers will consider the means of achieving variations to the DA, including keeping Members informed.

Management Case

11.26 This section of the updated business case considers the deliverability of the project and how the Council will continue to fulfil its obligations under the DA.

11.27 The OBC considered the following elements under this section.

- Deliverability
- Programme and Project Management/Governance
- Risk Management Arrangements
- Project Funding

Each of these areas has been reviewed and updated to reflect the current position of the project.

Deliverability

11.28 The first consideration under this section relates to the Council's ability to provide Jigsaw with vacant possession of the relevant Council-owned assets. Failure to do so would place the Council in default of the DA. Through close working with the Council's Property Team, which manages the landlord and tenant relationships across the site, officers are confident that vacant possession can be provided when required by Jigsaw. This has involved extending some existing leases and varying notice periods where appropriate. Jigsaw and the Council team have worked closely together throughout this process to ensure tenants remain informed of the anticipated timescales.

11.29 The second consideration is planning. Jigsaw has engaged extensively with the LPA through a Planning Performance Agreement. A number of meetings have been held with the LPA and key statutory consultees, including the Environment Agency, Historic England and Hampshire County Council, as well as local stakeholder groups such as WINACC and the City of Winchester Trust. The proposals have also been considered through two Design Review Panels facilitated by Design Southeast, both of which provided positive feedback. Notwithstanding this engagement, securing planning permission remains a key risk, particularly in relation to the absence of affordable housing within the current proposals.

11.30 The third consideration is viability, which is addressed in Table 5.1 of the Financial exempt section of the updated business case. Despite the challenging economic environment, the Council continues to have a committed development partner that has invested significant resources in progressing the scheme to this stage. Although profit margins have reduced since the Outline Business Case was prepared, Jigsaw have indicated that the scheme remains capable of attracting both equity and debt funding to support its delivery.

Programme and Project Management Governance

11.31 The Council has continued to use the PRINCE2 methodology, with quarterly reporting to the PAC Board and, where necessary, reports to Cabinet for decision. The latter have included approval of Jigsaw's Development Delivery Plan and the exit of GKRL, both of which were significant milestones warranting Cabinet consideration.

11.32 The Council's core project team has comprised the Cabinet Member for Regeneration, Strategic Director, Director of Regeneration, Head of Programme and Project Managers. In addition, the team has been supported by specialist officers, including the Corporate Head of Asset Management, Section 151 Officer, Monitoring Officer, Corporate Head of Finance, and Service Lead: Corporate Support (Procurement).

11.33 In addition, the Director of Regeneration established a monthly CWR Corporate Heads of Service meeting. This forum provided greater visibility of programme and project matters, enabling Corporate Heads of Service to better understand progress, identify issues, and provide leadership and support within their respective service areas where required.

Risk Management Arrangements

11.34 The Council maintains an active risk management plan for the Central Winchester Regeneration project, which is regularly reviewed and updated as the project progresses. The updated business case considers the changes in risks and mitigations since the OBC was approved.

11.35 The Council's principal risks arise from its obligations under the DA, particularly the requirement to provide Jigsaw with vacant possession of the relevant sites when required. As outlined in the Property Implications section, this risk has been mitigated through proactive engagement with tenants and amendments to lease arrangements, helping to ensure that land can be transferred at the appropriate time and without encumbrance.

11.36 The key remaining risks relate to securing planning permission, maintaining the overall viability of the scheme and managing the ongoing partnership with Jigsaw through the governance arrangements established under the Development Agreement. These risks continue to be actively monitored by both parties through the project's governance and reporting processes.

Project Funding

11.37 The OBC identified a funding strategy based on a combination of private and public sector investment. Under the DA, responsibility for securing private funding rests with Jigsaw. A key consideration throughout the development process has been whether the scheme is sufficiently viable to attract investment. Jigsaw will be required to demonstrate that appropriate funding arrangements are in place before drawing down land from the Council. Jigsaw has been engaging with potential funders throughout the design and development process and remains confident that a suitable funding package can be secured when required.

11.38 Securing public sector funding has proven more challenging, as Winchester is not eligible for several of the funding programmes that have supported similar regeneration schemes elsewhere. Nevertheless, officers continue to engage with Homes England and other public sector bodies to identify potential funding opportunities that could support the delivery of the scheme and improve its overall viability.

Updated Business Case Conclusion

11.39 The updated business case concludes that the case for regeneration remains strong and that the proposals developed by Jigsaw largely meet the objectives established by Cabinet in December 2021 and endorsed by Full Council in January 2022. The absence of affordable housing reflects wider economic conditions and the costs associated with delivering the Council's aspirations through the SPD and procurement process. During the planning application process, Jigsaw and the Council as landowner, will continue to explore the means of providing some level of affordable housing. The updated business case also concludes that the scheme generates a Benefit-Cost Ratio

(BCR) of more than 2, meaning that for every £1 invested, more than £2 of value is generated for the wider economy.

Bus Infrastructure

11.40 A critical component of the CWR project is the provision of replacement bus infrastructure to enable the existing bus station to be vacated and redeveloped. The Council commissioned a number of studies to assess how this could best be achieved and the proposed on-street solution has been reported in CAB3821, 3303 and 3322. The joint work with Hampshire County Council also resulted in publication of a joint statement “Bus Travel in Central Winchester” endorsing the on-street solution as an interim measure pending implementation of the Winchester Movement Strategy.

11.41 This approach was incorporated into the DA and forms part of the Council's obligation to provide vacant possession of the bus station site to Jigsaw. The DA also places an obligation on Jigsaw to develop detailed bus infrastructure proposals in consultation with bus operators, Hampshire County Council and other stakeholders, including bus users. This work has now been completed in terms of engineering solutions and is included within Appendix F and will be submitted as part of the planning application. Further work remains to be done on demonstrating the quality of the stops/stands as well as the experience for the user and ongoing engagement with bus operators and Hampshire County Council.

11.42 The updated business case recognises the challenging economic conditions and their impact on scheme viability. Although Jigsaw is proposing to invest more than £1.5m in bus infrastructure, it is clear that the quality of public realm, the space requirements and the standard of bus stops and stands originally envisaged by the Council cannot be delivered through Jigsaw's investment alone. Whilst discussions continue with Hampshire County Council regarding the potential use of Bus Service Improvement Plan (BSIP) funding, no commitment has yet been secured.

11.43 In order to achieve the bus proposals, it is necessary to include land currently leased to M&S as a car park. The land in question is shown in Appendix E and the report seeks approval to negotiate with M&S to surrender their lease to the Council as freeholder. Initial discussions have been had with M&S, who have agreed to a joint instruction to value their lease. That indicates the positive approach M&S have taken to these discussions. The land will not be required by Jigsaw until approximately 2029 and the car park use will remain until then. The Recommendation in relation to the use of CPO powers is simply a procedural one to ensure that the Council cannot be held to ransom.

Commercial Considerations

11.44 The updated business case provides a clear justification for progressing the project as described in this report. However, discussions with Jigsaw on a number of commercial matters remain ongoing, particularly in relation to the Review Mechanism contained within the DA and the inclusion of additional land; St Clements and the M&S car park if agreed. It would not be appropriate to set out the details of these discussions in a public report, as the outcome will depend on the conclusion of negotiations between the parties.

11.45 The matters currently under discussion have the potential to improve the Council's financial position and therefore result in a more positive outcome for the Council. In addition, the DA contains provisions relating to the introduction of grant funding or other external funding sources into the project, allowing the benefits of such funding to be shared appropriately between the parties.

12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 The only alternative option available to the Council is not to approve the current proposals. Arguably, there is a case for this, as the viability of the scheme does not currently allow for the provision of affordable housing, which was one of the key objectives identified during the procurement process and remains an important planning policy requirement. However, it is unlikely that further analysis or amendments would result in a materially different scheme. Instead, this would further delay the delivery of the regeneration proposals at a time when many development schemes are being stalled by challenging market conditions.

12.2 In considering the option of not approving the current proposals, Cabinet should be mindful of the provisions of the DA and the obligations owed by both the Council and Jigsaw to one another. As noted previously, both parties are subject to a reasonable endeavour’s obligation, which underpins the management of the relationship and the operation of the CWR Joint Board.

12.3 In addition, the DA contains provisions relating to default by either party. The prospect of a no-fault scenario, whereby both parties simply withdraw from the Development Agreement without significant financial consequences, is no longer realistic. This is because both parties have worked collaboratively to identify ways of improving the viability of the scheme. It could reasonably be argued that having worked closely with Jigsaw to reach this stage and given that Jigsaw has invested several million pounds in developing the proposals, it would be unreasonable for the Council to withdraw its support.

12.4 If the Council were to pursue this course of action, it is likely that Jigsaw would seek to recover its costs in accordance with the provisions of the DA. This could result in a significant financial liability for the Council. As such, this option is not recommended.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

A. CAB3034 Central Winchester – Adoption of SPD - June 2018
B. CAB3121 – Land Acquisition
C. DD17 Cabinet Member for Housing and Asset Management Decision Day CWR Project Update – 12 October 2020
D. CAB3271 CWR Development Proposals - November 2020
E. CAB3281 CWR Development Proposals and Delivery Strategy – March 2021
F. CAB3303 CWR Strategic Outline Business Case – July 2021
G. CAB3322 CWR Outline Business Case – December 2021
H. CAB3395R Governance of the CWR project – February 2023
I. CAB3371 Appointment of Development Partner and next steps – March 2023
J. CAB3484 Development Delivery Plan – March 2025
K. CAB3536 CWR Scheme Update – January 2026
L. CAB3556 – Land Acquisition - May 2026

APPENDICES:

Appendix A: Updated Business Case - Strategic, Economic, Commercial & Management

Appendix B: Exempt- Updated Financial Business Case

Appendix C: Equality Impact Assessment

Appendix D: Planning Application Supporting Information

Appendix E: M&S Car Park Overview Map

Appendix F: Bus Relocation Map

Appendix G: Phased Site Overview

Winchester City Council

Central Winchester Regeneration

Updated Business Case (Based on RIBA Stage 1)
31st July 2026

31tenconsulting.co.uk

CONTENTS

1. Executive Summary

INTRODUCTION

1.1 This Updated Business Case (UBC) has been prepared to determine whether the Central Winchester Regeneration (CWR) scheme continues to represent a deliverable and viable proposition for the Council, and to support the report to Cabinet seeking approval to progress to planning application stage under the existing Development Agreement (DA).

1.2 Since execution of the DA in 2024, the scheme has evolved. Genr8 Kajima Regeneration Limited has exited the Partnerships and Places LLP joint venture, with PfP-Igloo assuming full ownership and responsibility for delivery. Additionally, the Developer is no longer able to commit to the delivery of affordable housing as a result of viability constraints.

1.3 This UBC assesses the implications of these changes across each of the Strategic, Economic, Commercial, Financial and Management Cases, and concludes that, notwithstanding these developments, the scheme continues to deliver significant public value and remains deliverable for the Developer and affordable for the Council.

STRATEGIC CASE

1.4 The Strategic Case re-confirms whether the objectives established in previous business cases remain current. It sets out how the scheme and the changes that have evolved since 2023 now sit against those objectives. The case reviews the Council's vision for CWR as set out in the SPD 2018 and Council Plan 2020-25, and provides the context to the most significant changes since the previous business cases.

1.5 In October 2025, Genr8 Kajima Regeneration Limited exited the Partnerships and Places LLP joint venture, with PfP-Igloo assuming 100% ownership and continuing delivery under the DA, formalised through a Deed of Variation in early 2026. As a result of deteriorating scheme viability, the Developer is no longer committing to deliver any affordable housing, a departure from WCC's original core housing objective. However, the scheme continues to deliver a significant residential component alongside flexible retail/commercial, community, and public open space.

1.6 The regeneration of Central Winchester delivers WCC's strategic objectives, aiming to create a vibrant, pedestrian-friendly mixed-use quarter that reflects "Winchesterness," with an exceptional public realm and imaginative re-use of existing buildings. The scheme still delivers a vibrant mixed-use quarter for Winchester, albeit without the affordable homes originally included.

ECONOMIC CASE

1.7 The Economic Case explores an updated cost-benefit analysis of the CWR scheme, undertaken in line with HM Treasury Green Book guidance, to test whether the scheme continues to represent value for money in its current form. Given the affordable housing shortfall is unlikely to be met by the current scheme, the Economic Case also assesses whether an alternative delivery option should now be considered instead of progressing under the existing DA.

1.8 The updated cost-benefit analysis considers the costs and benefits of the scheme over a 60-year appraisal period, applying the Green Book social discount rate of 3.5% for the first 30 years and 3.0% thereafter, and adjusting base figures for optimism bias, deadweight, displacement, leakage and multiplier effects specific to the Winchester economy.

1.9 The updated cost-benefit analysis produces a Net Present Social Value (NPSV) of £200.9m and a Benefit Cost Ratio (BCR) of 2.12, indicating £2.12 of benefit for every £1 of cost. While this compares unfavourably to the BCR of 2.68 at OBC stage, the reduction reflects viability pressures affecting the scheme. Despite this, the scheme continues to deliver significant value.

1.10 Alternative options to proceeding under the existing DA which include Council self-development, outright sale of the site, or a "do nothing for now" holding position were assessed and found less favourable, given the abortive costs, delay, and loss of regeneration benefit each would entail. The Economic Case concludes that, notwithstanding the loss of affordable housing, the scheme continues to represent good value for money and justifies progression.

COMMERCIAL CASE

1.11 The Commercial Case reviews whether the commercial positions and contractual terms agreed at Development Partner Business Case (DPBC) stage, which are now reflected in the executed DA, remain appropriate, and identifies any material changes since the Council entered into the Agreement with the Developer in 2024. It does not, however, revisit the original decision to select the Developer or the core principles of the DA, but instead confirms whether the deal as struck continues to hold, and reviews how the joint governance arrangements established under the DA have operated in practice.

1.12 The deal signed in 2024 still stands, with two adjustments; income replacement was never binding, and the parent guarantee became a security deed.

1.13 The Commercial Case builds on the procurement and contractual framework established in the DPBC and confirmed through execution of the DA with the Developer in 2024. It reviews the commercial positions agreed at DPBC stage to confirm their continued appropriateness, noting two material developments; WCC's ambition for replacement of lost income was not made a binding Developer obligation (reflecting the viability challenges within the current market), and the intended Parent Company Guarantee security arrangement was replaced by a security deed.

1.14 Governance of the DA has operated through a joint Project Board in which WCC and Developer representatives are in equal number and meet monthly, and a working-level Project Team. Both are expected to continue as the project moves from planning into implementation.

FINANCIAL CASE

MANAGEMENT CASE

1.15 The Management Case assesses whether appropriate governance, project management and assurance arrangements are in place to support successful delivery of CWR as the project moves from planning towards implementation. It reviews how the existing governance structures established under the DA (joint Project Board and Project Team) have operated to date, and sets out the Council's internal project management resource, risk management arrangements and approach to benefits monitoring as the project progresses.

1.16 Governance, project management and assurance arrangements are established and operating, centred on the joint Project Board, a supporting Project Team, and a dedicated WCC Head of Regeneration and Project Managers reporting to the Director of Regeneration as Senior Responsible Officer. A programme risk register is maintained and reviewed regularly, with significant risks escalated to the Project Board, and change control is exercised in line with the DA's review procedures.

1.17 The immediate focus is progressing design to enable submission of a hybrid planning application, followed by continued collaborative working to satisfy remaining DA conditions and achieve agreed long-stop dates for Phase A and Phase B.

2. Introduction

INTRODUCTION AND PROJECT CONTEXT

2.1 Winchester is a cathedral city in Hampshire, England, and serves as the county town of Hampshire, sitting on the River Itchen about 60 miles south-west of London and 14 miles from Southampton. The wider local authority district (the City of Winchester) had a population of around 127,400 as at the 2021 census. The district carries a notably young/working median age profile relative to national figures, in part due to the presence of two universities.

2.2 Winchester is characterised as one of the more affluent and historically desirable areas in England, with house prices and average earnings well above the national average. Winchester's economic and visitor identity is built substantially on its heritage, most prominently Winchester Cathedral alongside its status as a historic former Anglo-Saxon capital.

2.3 The transformation of the Central Winchester Regeneration (CWR) site is of strategic importance to Winchester City Council (WCC or the Council) and the people of Winchester. It is an opportunity to transform the centre to suit the needs of the local people whilst maintaining the unique historic feel of the city.

2.4 The vision for the area is for a mixed-use, pedestrian friendly quarter that reflects the distinctive character of Winchester City Centre, supports a vibrant retail and cultural / heritage offer which is set within an exceptional public realm and incorporates the imaginative re-use of existing buildings.

PURPOSE OF THE BUSINESS CASE

2.5 This Updated Business Case (UBC) presents the procured deal for CWR and reflects the work undertaken since the Council entered into contract with the Developer.

2.6 The Council has commissioned external support from 31ten Consulting (31ten) to prepare this UBC, based on a proportional approach to the HM (His Majesty's) Treasury Green Book Five Case Model that will support the Council's decision-making process. The structure of the business case will include key information under each of the following sections:

- The **Strategic Case** - re-confirms that the strategic objectives for CWR remain current and assesses how the evolved scheme sits against them.
- The **Economic Case** - updates the cost-benefit analysis and confirms whether continuing under the existing DA remains the best option for delivering value for money.
- The **Commercial Case** - reviews the updated key commercial positions established in the DPBC to confirm whether they remain appropriate and explores any material changes since execution of the DA.

- The **Financial Case** - explores the affordability of the procured deal based on the emerging Financial Model and the protections available to the Council.
- The **Management Case** – identifies the governance, project management and risk arrangements in place to support successful delivery.

3. Strategic Case

INTRODUCTION

3.1 The purpose of the Strategic Case is to re-confirm WCC's rationale for intervention and demonstrate how CWR will address existing challenges, while supporting the wider objectives of the Council.

3.2 The Strategic Case captures the Council's goals relevant to this project, and it therefore forms the context for the remainder of the Business Case.

3.3 The UBC is stage 4 of the Council's business case schedule, the below table shows where this sits:

Table 3.1: Business Case Development Process for CWR

Stage	Stage 1	Stage 2	Stage 3	Stage 4
Stage Outcome	Strategic Outline Case	Outline Business Case	Development Partner Business Case	Updated Business Case
Stage Activities	Scoping the scheme Making the case for change Explore the preferred way forward	Defining the proposal and delivery parameters Determine potential value for money (VfM) Preparing for the potential deal Ascertaining affordability and funding requirement Planning for successful Procurement	Procuring the solution Contracting for the deal Ensuring successful delivery	Approval of the Scheme (prior to the submission of the planning application), in alignment with the Development Brief and under the terms of the Agreement.
Five Case Model Completeness Expectations	Strategic 50% Economic 40% Commercial 20% Financial 30% Management 10%	Strategic 80% Economic 70% Commercial 60% Financial 60% Management 50%	Strategic 95% Economic 90% Commercial 95% Financial 70% Management 90%	Strategic 100% Economic 100% Commercial 100% Financial 100% Management 100%
Gateway Review	1: Business Justification	2: Delivery Strategy	3: Contract Design	3: Scheme Approval

3.4 The UBC gateway decision will be to confirm approval of the CWR scheme and its alignment with the DA, prior to the submission of the planning application. This will require a Cabinet approval and this UBC will be a supporting document.

STRATEGIC CONTEXT

3.5 The regeneration of Central Winchester advances proposals that directly support WCC's strategic objectives through the redevelopment of the defined CWR site. The Outline Business Case (OBC), which formed the basis of Cabinet approval in December 2021 to proceed to procurement, sets out the updated Strategic Case for the redevelopment and should be consulted for complete context, particularly in relation to the Council's wider strategic priorities at the outset of the project / procurement. The Development Partner Business Case (DPBC), prepared at the conclusion of the procurement and before entering into the DA, should also be consulted for contextual reference.

3.6 Since production of the OBC, the Council has updated its Council Plan and the current Council Plan 2025 – 2030 is built on six key priorities:

- Greener and Faster
- Thriving Places
- Healthy Communities
- Good Homes for All
- Listening and Learning
- Effective and Efficient

3.7 The CWR project supports the priorities of the Council Plan, particularly the "Thriving Places" heading which references city centre regeneration.

3.8 The Winchester District Local Plan was adopted by WCC on 24th March 2026 and this document supports CWR as it identifies the site as a major strategic regeneration opportunity for the city centre. It specifically supports a mixed-use redevelopment including new homes, commercial space, retail, leisure, community uses and high-quality public realm.

3.9 The Government has decided to replace the existing two-tier local government structure in Hampshire and the Isle of Wight with a new five unitary authorities model by 2028. This means that the current arrangements, including Winchester City Council and Hampshire County Council, will be replaced by new unitary councils responsible for providing all local government services in April 2028 with shadow authority operating from April 2027.

3.10 In parallel with this local government reorganisation (LGR), the new Hampshire and the Solent Combined County Authority has been established, with responsibilities for strategic functions including economic growth, housing, transport and investment.

3.11 There is institutional change and therefore some uncertainty regarding future governance arrangements, however the strategic need for major regeneration is independent of changes to council structures – Winchester needs regeneration; therefore, it should progress alongside LGR. The new authority will inherit a well-developed regeneration project that continues to support long-term objectives for housing delivery, economic growth, sustainable development, heritage-led placemaking and climate resilience. Deferring the project would not remove uncertainty associated with LGR and could result in further delay to the delivery of regeneration benefits. The Council has taken independent advice that since the DA is a live contractual document and has obligations on both parties then the development should continue.

3.12 Governance and delivery arrangements, including decision-making responsibilities, can be adapted to reflect the future unitary authority structure while maintaining the project's strategic objectives considering existing obligations.

DEVELOPER CONTEXT

3.13 The Council ran a public procurement compliant with the Public Contract Regulations 2015 and selected a preferred bidder to progress and deliver CWR, the supporting details of this are set out in the DPBC section 4.2. This preferred bidder was PfP-Igloo Limited Partnership (Igloo) and Genr8 Kajima Regeneration Limited (Genr8 Kajima), who formed a Special Purpose Vehicle called Partnership & Places LLP to enter into the Development Agreement (DA) with WCC.

3.14 WCC entered into the DA in April 2024, however as explored further below, this agreement was changed via Deed of Variation on 25th February 2026 in which Genr8 Kajima Regeneration Limited withdrew from the agreement.

3.15 WCC remains in the DA with Partnership and Places LLP (the Developer) for CWR.

3.16 The Development Brief (Appendix A of Cabinet Report 3371 dated 6th March 2023) sets out the requirements for the redevelopment of CWR and is confirmed as fit for purpose and still relevant. Readers of this document should also refer to the Central Winchester Regeneration Supplementary Planning Document (SPD) 2018.

STRATEGIC NEED

3.17 The strategic need for CWR remains unchanged as the underlying economic, social and environmental challenges affecting central Winchester continue to exist. The need to develop this key site, improve the quality of the built environment and unlock long-term benefits for residents, businesses and visitors remains as compelling as when previous business cases were developed. Since the OBC and DPBC, further design and technical work have also been undertaken to test how regeneration of the site could be delivered.

3.18 The fundamental case for intervention is based on addressing longstanding market failures which have not addressed the following:

- **Regeneration and place-making**

Parts of the site area continue to be characterised by ageing buildings and fragmented land uses limiting the potential of this prominent city centre location. The current layout and quality of the built environment limit the site's ability to function as a cohesive, attractive and accessible destination that is commensurate with Winchester's role as a historic regional centre.

- **Economic growth and investment**

  Opportunities to diversify commercial uses, create employment and strengthen business confidence remain limited, reflecting a constrained supply of modern, flexible space and a broader pattern of underinvestment which has reduced the area's attractiveness to a wider range of occupiers.

- **Town centre vitality**

  Like many town and city centres, Winchester continues to face changing patterns of retail demand, consumer behaviour and increased competition from online retailing. Thriving town centres depend upon a diverse mix of residential, commercial, leisure, cultural and community uses that generate activity throughout the day and evening.

- **Public realm improvements**

  There remains a continuing need to improve accessibility, connectivity, safety and attractiveness of public spaces within the CWR area.

- **New homes delivery**

  The need to increase city centre housing supply remains a significant strategic priority both nationally and locally. Central Winchester currently has limited residential provision relative to its potential, meaning opportunities to make more effective use of this sustainable, previously developed city centre site continue to be unrealised. This represents a missed opportunity to contribute towards meeting housing need in a location that offers excellent access to employment, services, public transport and community facilities.

  The lack of additional city centre housing also limits the creation of a larger, permanent residential population that would support the vitality and resilience of the city centre.

- **Wider social and environmental benefits**

  This part of the city centre currently presents opportunities to generate wider public value in regard to health and wellbeing, social inclusion, accessibility and environmental performance. Existing networks could better encourage walking, cycling and social interaction. In addition, opportunities to embed stronger environmental performance within the existing urban fabric remain constrained. The area has had limited improvements made enhancing biodiversity, climate resilience and reductions in carbon emissions through sustainable design and active travel improvements.

STRATEGIC OBJECTIVES

3.19 The investment objectives set out in Section 4.3 of the Development Brief (Appendix A to Cabinet Report 3371, dated 6 March 2023) remain unchanged and have been reaffirmed as an appropriate and robust strategic fit for the project. These objectives are designed to address the factors contributing to Winchester's current demographic imbalance, while also delivering the ambitions of the SPD and fulfilling the previously established regeneration vision. Whilst these objectives remain relevant and continue to guide the project, current market conditions affect the extent to which all objectives can be achieved through the current scheme.

3.20 The key update to the Investment Objectives, since the publication of the OBC and the Development Brief is in relation to WCC's income replacement requirements (as income from WCC's existing assets within the red line will be lost as each phase of the redevelopment begins). Given WCC's financial position following recent macro-economic turmoil and levels of inflation, during the procurement bidders were informed that WCC had a new objective, which aimed to replace or enhance income from the site. In turn the Development Brief was modified to include a requirement for the Developer to try to identify a means for securing income replacement (against the £656,000 currently received) or capital receipt equivalent (or indeed a mixture of income and capital) within the parameters of the scheme.

3.21 The Council however understands the viability position of the project and therefore it has not been mandated that the Developer must replace the income, rather it was an ambition that was introduced during the procurement stage. The Council's primary objective has always been the regeneration of Central Winchester and acknowledges that current viability constraints may limit the extent to which income replacement or equivalent value can be achieved through the scheme.

3.22 The objectives are therefore as follows:

Work: Provide creative, flexible workspaces to help grow start-up businesses and allow like-minded professionals to support each other by sharing skills, ideas and resources.

Play: Create high quality exceptional public places where people want to spend time, to enjoy outside spaces, to experience new things, to celebrate heritage and culture and to get involved in something that interests them.

Overnight Tourism: Create an attractive night-time offering to complement the existing City quarters and encourage residents and tourists to visit the area in the evening.

Live: Provide housing suitable for a range of people, including young people and families. A mix of private and affordable housing (40%) is needed with new homes for key workers and homes for rent.

Student and young person experience: Create a mix of uses which is attractive to students and young people, which encourages them to visit the centre of Winchester, instead of going elsewhere, and gives them reason to want to stay in the City beyond their time at university or in other forms of education.

Sustainable development: Work towards the City carbon neutrality target through choice of building materials, measures to minimise energy use, re-use of buildings where appropriate and encouraging suitable modes of transport.

MARKET CONTEXT

3.23 It is important for the Council to continue to drive CWR forward in order to meet its objectives, although it is recognised that it may not be possible to fully achieve or deliver in depth against all objectives. This reflects prevailing market conditions, with development schemes across the UK currently experiencing significant viability challenges. Some of the key market considerations are:

- Construction costs inflation, which is disproportionate to sales values increase:
  - Labour shortages, particularly in trades such as bricklaying, M&E and cladding installation.
  - Wage inflation due to skills shortages.
  - Increased material costs (steel, concrete, timber, insulation and M&E equipment).
  - Higher energy prices affecting manufacturing and transport.
  - Supply chain disruption and longer lead times.
  - More expensive contractor risk pricing and contingency allowances
- Higher interest rates and finance costs (since the OBC), which have a disproportionate impact on regeneration schemes that have lengthy planning periods, phased construction and slower sales absorption:
  - Development finance rates have increased materially.
  - Senior debt is more expensive.
  - Equity investors are demanding higher returns.

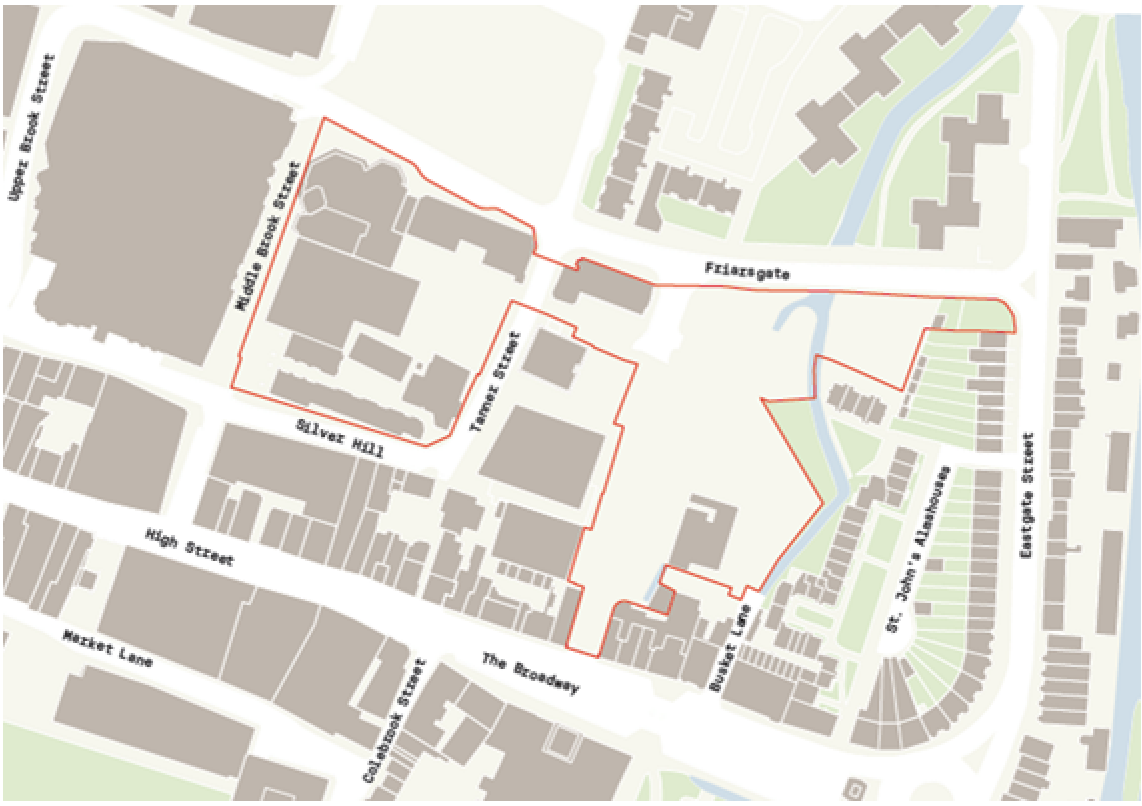
➢ Debt margins have widened because lenders perceive greater risk.

- Increased planning and regulatory requirements:
    - ➢ biodiversity net gain requirements;
    - ➢ building safety requirements and levy
    - ➢ fire safety regulations;
    - ➢ more stringent sustainability standards;
    - ➢ energy efficiency requirements;
    - ➢ nutrient neutrality mitigation (where applicable);
    - ➢ increasingly complex planning obligations.

SCHEME CONTEXT

3.24 The Developer has prepared their RIBA Stage 1 report that is supported by a Cost Plan and intends to progress to planning based on the scheme presented here. The Stage 1 Report is included at Appendix 1.

3.25 The intention is for the Developer to submit a Hybrid Planning Application for CWR, in which it will seek full planning permission for the first phase of development and outline for the remainder. The red line boundary for the site is shown in the plan below:



3.26 The site includes the following elements:

- Winchester Bus Station
- Friarsgate Car Park (multi-storey and street level)
- Retail and commercial premises on Kings Walk and Friarsgate

3.27 The scheme will comprise of a mixed-use development that is split into two phases, which are shown on the below map and further detailed below:

- **Plot A**
  - ➢ A1 - A new build 6 storey block with 54 residential units and retail space at ground floor level
  - ➢ A2 - A new build 6 storey block with 45 residential units and retail / live work space
  - ➢ A3 – King's Walk and Nut Shell – refurbishment into commercial at ground and first floor levels and into 22 residential units at second and third floor levels
- **Plot B**
  - ➢ B1 – Coitbury House – refurbishment into creative space across the three floors

- B2 – two new build residential blocks providing 45 residential units in total
- B3, B4 and B5 – three new residential blocks providing 13, 19 and 34 residential units respectively.

3.28 In order to enable the above scheme there are considerable enabling / infrastructure works required, including demolitions, implementing an interim bus strategy, off-site highways works, new sub-stations, archaeology works and opening up culverts.

CHANGES SINCE THE PREVIOUS BUSINESS CASE

3.29 The DA was entered into over two years ago and since this point the scheme has evolved in line with market demand and viability. In addition to this there have been two major recent changes of note:

A) Partnership Change

- In October 2025 Genr8 Kajima informed the Council of its intentions to exit the partnership and therefore the DA.
- As a consequence, Igloo agreed to assume 100% ownership of the Partnerships & Places LLP (which had previously included Genr8 Kajima) and take full responsibility for the project and continue delivery through the DA.
- A Deed of Variation to the DA was prepared to reflect the changes.

B) Housing Delivery Change

- As a result of viability constraints, the Developer is still intending to deliver a mixed-use scheme with a significant residential component, however it is not currently committing to deliver any affordable housing. This is directly in contrast to WCC's housing objective that specifically references affordable homes.

3.30 The Council has worked tirelessly with the Developer to ensure CWR progresses, which has included exploring ways of delivering affordable housing within the exceptionally challenging market conditions. The project does not attract grant from Homes England, nor is it viable for Winchester HRA to fund the affordable housing. In addition to this, the Council has explored other sites that could deliver affordable housing to offset the existing CWR boundary not including affordable provision, however no feasible or viable options have been identified.

3.31 The Council is sympathetic to the viability issues and although it is not an ideal position, given the wider regeneration benefits of CWR, it accepts that the final scheme may not deliver affordable homes. The Council continues to recognise the importance of affordable housing delivery however current viability indicates that it cannot be accommodated within the scheme whilst maintaining overall deliverability.

3.32 The loss of affordable housing from the scheme presents a material disbenefit and weakens alignment with local and national policy aspirations for mixed and balanced communities, however the Council is willing to make strategic trade-offs as retaining affordable housing in the current market would make the scheme undeliverable, delay regeneration indefinitely and prevent the wider regeneration benefits from being realised.

STRATEGIC OPTIONS CONSIDERED

3.33 WCC's intention has been to progress the DA so the Developer can submit a planning application for the Stage 1 scheme.

3.34 The scheme has materially changed and as set out above one of the original objectives is unlikely to be fully realised, therefore it's important for WCC to understand if there are any alternative options that can be considered. The Economic Case will assess these in greater detail, but it's important to understand here that there are strategic choices to be made and broadly these are:

Option 1 - Proceed with the amended scheme under the existing DA

Option 2a - Not progress the DA, triggering contractual consequences including exit payments AND WCC self-develops the site.

Option 2b - Not progress the DA, triggering contractual consequences including exit payments AND WCC sells the site outright.

Option 2c - Not progress the DA, triggering contractual consequences including exit payments AND do nothing for now, therefore a decision on how to progress is made at a point in time in the future.

3.35 Option 2 and all its sub-options would require the Council to not progress the DA any further. It would therefore need legal advice on whether it would be responsible for exit payments to the Developer. The Economic Case includes further considerations on this point.

CONCLUSION

3.36 Although there have been material changes in market conditions and to the composition of the development partnership, the fundamental strategic rationale for intervention remains unchanged. It is important for the project to continue so it can deliver the Council's core regeneration and economic objectives. The principal change is the loss of affordable housing provision, which represents a reduction in one aspect of the original benefits package, but this does not necessarily outweigh the wider strategic benefits of proceeding with regeneration under the existing DA. This is assessed further in the Economic Case.

4. Economic Case

INTRODUCTION

4.1 WCC entered into a Development Agreement (DA) with the Developer following a competitive procurement process, supported by previous business cases which concluded that this represented the option offering the greatest overall public value. In accordance with the Five Case Model, that conclusion is reviewed at each subsequent business case stage to ensure it remains valid in light of changes to the project and wider market conditions.

4.2 The purpose of this Economic Case is therefore not to undertake a fresh options appraisal, but to assess whether the scheme, as it has evolved, continues to represent the best value approach for delivering the Council's strategic regeneration objectives. This includes updating the economic appraisal of the current scheme and considering whether any material changes since execution of the DA warrant reconsideration of alternative delivery approaches.

4.3 The following sections first present the updated cost-benefit analysis of the current scheme before considering the impact of changes since the OBC and whether any reasonable alternative options would deliver on the Council’s objectives for CWR and offer greater public value. The Economic Case concludes by confirming whether progression under the existing DA continues to represent the preferred option.

ECONOMIC APPRAISAL APPROACH

4.4 This section sets out the approach adopted to assess the value for money (VfM) of the preferred delivery option through a cost-benefit analysis. The assessment has been undertaken using a financial model developed specifically for the scheme and follows HM Treasury's Green Book guidance for economic appraisal

4.5 The analysis draws on a range of quantitative evidence, including publicly available data from the Office for National Statistics (ONS), supplementary government guidance and commissioned research. All costs and benefits have been estimated in current prices and discounted to present values using the Green Book social discount rate of 3.5% for the first 30 years of the appraisal period and 3.0% thereafter, reflecting the social time preference of money, costs and benefits.

4.6 Costs and benefits are appraised over a 60-year appraisal period from 2026 to 2086. This aligns with the Green Book recommendation to appraisal new buildings over 60 years.

4.7 In line with Green Book guidance, the base figures are adjusted to account for optimism bias, as well as other economic and place-based effects, namely deadweight loss, displacement, leakage and multiplier effects. This is based on the assessment focusing on the impact to the geographical area of Winchester City Council.

4.8 The application of this methodology has been used to demonstrate value for money (VfM) through the calculation of a net present social value (NPSV) and benefit cost ratio (BCR) for each option.

4.9 While typically a VfM assessment of all delivery options would be undertaken, the project is at a stage where there is an advanced single option, therefore the adopted approach is to only consider the current option and a 'Do Nothing' in the CBA, with the 'Do Nothing' option reflecting any lost benefits that would have been retained under the do nothing as costs to the appraisal.

BENEFITS APPRAISAL

4.10 For the current option, the benefits arising from the proposed intervention have been identified and are summarised in the table below. These benefits are assessed relative to the 'Do Nothing' scenario, which provides the baseline against which the additional benefits of the preferred option are measured.

4.11 The table below sets out the modelled benefits and supporting assumptions. The values include adjustments for additionality and place-based effects. Presented in today's values discounting is applied to arrive at the 'overall present value', which is the discounted sum of the cash flows.

4.12 Optimism bias is not reflected at this stage as it is shown, later, on a standalone line within the appraisal.

Table 4.1 Cost Benefit Summary - Benefits

Category	Benefit	Assumptions	Today's Value	Overall Present Value
Wider Benefits to UK Society	Construction GVA	Based on an Annual Business Survey to establish the total Winchester Construction turnover, Bres construction to calculate jobs to arrive at an estimated £226,000 turnover per FTE. Inflated to 2026 prices and applied to the construction contract an estimated 615 FTE have been calculated.	£67,838,668	£60,116,263

Category	Benefit	Assumptions	Today's Value	Overall Present Value
		Using Nomis data to establish the coefficient between GVA and turnover at 0.41, this has been applied to calculate the GVA created. However, this is likely to have significant leakage outside of Winchester due to proximity of Urban centres from other boroughs to the City, and a leakage of 50% has been assumed.		
Wider Benefits to UK Society	Wider regeneration benefit - increased footfall	Wider Benefit of increased footfall using assumptions identified in Appendix E of the OBC. Assumed increase of footfall by 5% per year with an average spend of £57 (£43 in 2018 uplifted to current day value). This results in a £9,993,953 increase per year after a 25% displacement has been incorporated.	£159,903,240	£105,329,504
Wider Benefits to UK Society	Social Value	While there have been no commitments which can be monetised, the Council will seek this from both Igloo and their contractor.	£nil	£nil
Wider Benefits to UK Society	Commercial GVA	Total of 72 Direct Jobs, based on various jobs per sqm depending on usage type, 10% displacement, and 50% leakage. 24 indirect Jobs based on BIS multiplier. £62,335 GVA per job. Assumes 40 years.	£224,623,593	£117,164,184

4.13 For the current option, a number of costs have been identified associated with the development and delivery of the project. The table below summarises the modelled costs and key assumptions underpinning the appraisal. Cost estimates have been adjusted where appropriate to reflect place-based effects and presented in today's prices, discounting is applied to arrive at the 'overall present value', which is the discounted sum of the cash flows.

4.14 Optimism bias is not reflected at this stage as it is shown, later, on a standalone line on the appraisal.

Table 4.2 Cost Benefit Summary - Costs

Category	Cost	Assumptions	Today's Value	Overall Present Value
Direct Public Sector Cost	Vacant Possession of Land -	Possession of land has already occurred and has been treated as a sunk cost. As such, no cost included in the CBA.	£nil	£nil
Direct Public Sector Cost	CIL Grant	Community Infrastructure Levy provided by the Council.	£4,500,000	£3,878,466
Direct Public Sector Cost	Loss of Current Income	Loss of revenue income currently provided by existing businesses, spread over their expected useful life. This aligns with the assumptions set out in the financial case.	£17,627,825	£9,914,133
Wider Costs to UK Society	Current Jobs Lost[1]	Estimation of 69 Direct Jobs in the existing site, based on varying jobs per sqm depending on usage type, 10% displacement, and 50% leakage. 22 indirect Jobs based on BIS multiplier. £62,335 GVA per job. Assumes these jobs run for 40 years after completion. These jobs are in relation to those currently existing on Kings Walk and Middle Brook Street and comprise predominantly of retail jobs.	£105,356,994	£73,711,098

[1] The Jobs lost are calculated on the same basis of new jobs, reflecting that while actual job numbers may change the economic potential is the same. The calculation is based on the existing buildings and current uses.

OPTIMISM BIAS

4.15 Optimism bias (adjustment for risk) is included as a standalone row but is applied across all the benefits and costs. The Green Book guidance recommends an adjustment for optimism bias between 2% and 24% for standard building projects and in consideration of project progress and Developer appointment, a rate of 10% has been applied to this project.

4.16 The relatively low optimism bias applied in the appraisal reflects the advanced stage of the project following execution of the DA in 2024, with key commercial arrangements, project scope and delivery responsibilities all established. However, as the next stage of the project is to obtain planning permission, a degree of uncertainty remains. The optimism bias therefore provides an allowance to reflect the potential for further costs to emerge as the scheme progresses through planning and detailed design.

4.17 The table below summarises the optimism biases applied to both cost and benefits and highlights the overall impact on the CBA. It identifies the overall impact on net benefits is £57.8m in today's values or £35.6m Net Present Value.

Table 4.3 Cost Benefit Summary – Optimism Bias

Optimism Bias	Today's Value	Overall Present Value
Benefits	£47,236,550	£28,260,995
Costs	£10,535,699	£7,371,110
Net Benefits	£57,772,250	£35,632,105

COST BENEFIT ANALYSIS RESULTS

4.18 The table below shows a summary of the outputs from the cost benefit analysis of the preferred option.

Table 4.4 Cost Benefit Summary – NPSV and BCR Summary

	Preferred Option
Direct Public Sector Costs	(£13.8m)
Indirect Public Sector Costs	£0.0m
Wider Costs to UK Society	(£73.7m)
Optimism Bias	(£7.4m)
Present Value of Costs	**(£94.9m)**
Direct Public Sector Benefits	£0.0m
Indirect Public Sector Benefits	£0.0m
Wider Benefits to UK Society	£282.6m

Optimism Bias (OB)	(£28.3m)
Present Value of Benefits	**£254.3m**
Present Value of Benefits	£254.3m
Less Construction Benefits incl. attributable OB	(£53.4m)
Net Present Social Value (NPSV)	£200.9m
Benefit Cost Ratio (BCR)*	**2.12**
Additional Quantifiable Benefits	
PV of Temporary Construction GVA	£53.4m
Additional Sustained Jobs Created	8

* Construction GVA benefit is excluded from BCR as it is temporary in nature, the figure is net of optimism bias i.e. £60.1m of construction benefits less £6.7m of attributable optimism bias results in a total deduction of £53.4m

4.19 The table demonstrates that the preferred option delivers a significant benefit to Winchester's economy, through job creation and the resulting GVA as well as the anticipated increase in footfall and resulting expenditure in the City.

4.20 The project in its current form generated a BCR of 2.12, indicating that the project is expected to deliver £2.12 of benefits for every £1 of costs. The primary costs in the appraisal are the lost income from the existing uses on site and the loss of GVA benefit associated with the jobs currently supported by those uses. A BCR of 2.12 shows the benefits generated indicate a robust scheme.

4.21 The BCR at OBC stage was calculated to be a higher ratio of 2.68, demonstrating a greater economic benefit would have been realised, however as set out in the Strategic Case, viability challenges caused by market conditions are having a considerable impact on CWR and in turn this impacts the overall economic benefit, however it is shown through the cost-benefit analysis above that a favourable economic return is still achieved.

ALTERNATIVE OPTIONS

4.22 Given there have been changes since the OBC and particularly in consideration of the Council's affordable housing objective unlikely to be met by the current scheme, it is appropriate to review whether any alternative delivery options should be considered, ahead of the Council progressing through this gateway.

4.23 At section 3.35 of the Strategic Case, there are alternative options identified and these are explored in further detail in this section:

Option 1 - Proceed with the amended scheme under the existing DA

This is the route the Council has been intending to proceed with and by giving the Developer the green light to proceed to planning stage WCC would continue its duties under the DA. In this option most of the objectives of the project can all be realised as the scheme still delivers a significant residential component and the mix of uses includes flexible retail /commercial, community space and public open space. However, progressing now is likely to result in no affordable homes being delivered as the Developer is not committing to delivering any as a result of challenging financial viability for the scheme. The absence of affordable housing is a reduction in the benefits originally anticipated at OBC stage.

Option 2 – Do not proceed under the DA

This option has a number of sub-options regarding what happens after the decision to not proceed, but in all options the Council would stop the project proceeding through planning and confirm it wants to terminate the DA. The DA sets out termination scenarios and provisions, including consequences of the Council defaulting (the Council confirming its intentions to not proceed could be considered a default), which include:

- the Developer shall be made whole on a full indemnity basis in respect of abortive sunk costs (including any Council Project Management Fees instalments and any funding provided to the Council in relation to securing vacant possession or any third-party contractual liabilities owed (including any third-party breakage costs)) incurred from the date of this Agreement to the date of termination.

The DA was signed in 2024, therefore considerable costs are likely to have been incurred since that point, progressing the project to the current stage.

The main sub-options are considered further here:

- **Option 2a – Do not proceed under the DA and WCC self-develops the site**

  At OBC stage the Council clearly excluded this option as it would require significant capital expenditure, resources, and expertise, which the Council was unable to provide. This continues to be the case and the Council does not have appetite to be the master-developer delivering the project.

  One of the Council's Critical Success Factors (CSFs) agreed at OBC stage was affordability, focused on assessing the Council's ability to fund the required level of expenditure and this option does not satisfy this CSF.

- **Option 2b – Do not proceed under the DA and WCC sells the site outright**

  At OBC stage the Council clearly excluded this option as it would provide insufficient control over the development, therefore creating a high risk the regeneration benefits would not be realised and particularly jeopardising CSFs 1, 2, 3, 4 and 7 from the OBC, which are focused on City needs, alignment to the SPD and Investment Objectives, benefits optimisation and political implications of programme delay. This continues to be the case and the Council's appetite to sell the site remains very low.

Potentially the Council would receive a capital receipt, although as set out above it would need to pay any abortive sunk costs to the developer. However, any financial benefits would be outweighed by the loss of regeneration benefits.

- **Option 2c – Do not proceed under the DA and do not progress the project now**

In this sub-option the Council would confirm its intentions to not proceed and bear any consequences, however it would not, at this point in time, take a decision on how to proceed, it would instead delay the project and not agree an alternative route to proceed until a later undetermined date.

The Council does not consider pausing the project to be a viable option. Delaying the scheme would either defer or jeopardise the delivery of the anticipated economic, social and environmental benefits, including regeneration of a key strategic site, improved public realm, new homes and commercial opportunities, and enhanced connectivity within the city centre.

A pause would also introduce significant programme risks, including increased delivery costs arising from inflation, reduced market confidence, and the need to revisit completed design and procurement work. In addition, Local Government Reorganisation could introduce a further delay whilst a new Unitary establishes its priorities. Collectively, these factors could jeopardise the successful delivery of the regeneration objectives and diminish the overall value for money that the programme is expected to achieve.

This option would significantly impact on achieving CSFs 1, 2, 3, 4 and 7 from the OBC, which are focused on City needs, alignment to the SPD and Investment Objectives, benefits optimisation and political implications of programme delay.

THE PREFERRED OPTION

4.24 The Council's selected option is to continue to proceed under the DA with the Developer. At OBC stage the Council undertook a CBA based on the expected costs and benefits of CWR, noting the OBC was at pre-procurement stage. A revised cost benefit analysis has been undertaken to provide an updated BCR based on the current scheme and expected benefits, which demonstrates significant economic benefit of continuing with the project.

CONCLUSION

4.25 This Economic Case has re-iterated there are no other suitable options to take forward the project. The updated cost-benefit analysis demonstrates that, while the scheme's BCR has reduced since the OBC (from 2.68 to 2.12) as a result of changes to the project, it continues to deliver a positive Net Present Value, represents good VfM and demonstrates considerable benefit can be delivered to the area.

4.26 The Council recognises that the loss of affordable housing reduces the overall benefits of the scheme when compared with earlier proposals. However, when considered alongside the wider regeneration, economic, social and environmental benefits that will still be realised, the scheme still continues to provide sufficient public value to justify progression. It is therefore recommended that the Council continues to progress the scheme under the existing DA.

5. Commercial Case

INTRODUCTION

5.1 The Commercial Case presented in the DPBC set out the rationale for the proposed commercial strategy, including the procurement approach, allocation of risk and responsibilities, and the principles underpinning the proposed DA. Since the DPBC, the Council has entered into the DA with the Developer (executed in 2024), establishing the contractual framework for the delivery of the CWR project. The project has subsequently progressed into the pre-planning phase, with submission of a planning application anticipated shortly.

5.2 Accordingly, this Commercial Case does not revisit the strategic decisions that led to the selection of the development partner or the execution of the DA or all the agreed principles that were included in the draft DA. Instead, it reviews the updated key commercial positions established in the DPBC to confirm whether they remain appropriate in the context of the project's current stage and to identify any material changes or refinements that have arisen since entering the DA.

PARTNERSHIP CHANGE

5.3 As set out in the Strategic Case, in March 2023 WCC appointed Partnership & Places LLP, a limited liability joint venture company consisting of two members, PfP-Igloo Limited Partnership (Igloo) and Genr8 Kajima Regeneration Limited (Genr8 Kajima), as their development partner. Genr8 Kajima have left the partnership and therefore no longer have any involvement in the project and Igloo remain as the development partner in the DA with WCC. The LLP does require two entities within it, and this has been addressed by another suitable entity within the wider Places for People Group being placed in the LLP.

5.4 The DA allowed for a change in consortium composition and reserved the right of approval for any change to the Council. Minor amendments have therefore been made to the DA to reflect the changes.

5.5 The Council has been satisfied that the project requirements can be delivered and/or managed by Igloo and the necessary security arrangements are reviewed further in this Commercial Case.

COMMERCIAL POSITIONS

5.6 As set out in the DPBC Commercial Case, the draft Agreement was considered through the procurement process and the Council adjusted its positions, through dialogue with bidders, to reach an agreeable position to proceed with the Developer. This section highlights any known changes to these commercial positions and any other commercial arrangements:

a) **Income generation**: The DPBC stated there would be a 'requirement on the Development Partner to identify a means for securing income replacement', which is in relation to the displaced income of £656,000 from across the site. The DA requires the Developer to explore this, however it does not require them to have to replace the income, which was an agreed position by the Council in consideration of the viability challenges of the project.

b) **Governance**: Following dialogue with bidders the DA put in place governance arrangements, including a Project Board, Project Team and Quarterly Review Meeting and although the project has progressed slower than anticipated upon execution of the DA, these governance protocols are in place and operating effectively. The Management Case looks at governance in greater detail.

c) **Long stop dates**: The DA sets the principle of having longstop dates against major milestones and the longstop date for approval of the Development Delivery Plan has been achieved. The future long stop dates are as follows and these are currently on track to be met:

Planning Application Long Stop Date	March 2025 + 24 months	March 2027
Planning Long Stop Date	March 2025 + 42 months	September 2028
Primary Conditions Long Stop Date	March 2025 + 48 months	March 2029
Project Long Stop Date	6 years from Primary Conditions Satisfaction Date	Depends on when the Primary Conditions are actually satisfied

d) **Termination consequences**: Default arrangements were proposed and agreed, in which a breach of the agreement by the Developer would entitle WCC to terminate the DA and consequently retaining payment made and not paying the Developer for sunk costs. Similarly, a breach of the agreement by WCC would result in the Developer be entitled to recover its sunk costs. These arrangements are set out and further detailed in the DA.

e) **Security arrangements**: The DPBC indicated the Developer would be providing a performance and financial guarantee from its parent company (this was originally intended to be provided by Kajima). This position evolved before entering into the DA in 2024, whereby the Developer would be entering into a security deed rather than a Parent Company Guarantee (PCG).

A PCG had been the preferred approach for WCC as it strengthens the commercial position by providing additional financial security and reducing delivery risk, giving the Council confidence that the parent company will support the project should the delivery vehicle be unable to fulfil its contractual obligations. However, with this no longer being an option the

Council was compelled to develop the alternative security deed approach, which provided WCC with sufficient security to proceed.

A security deed was put in place through which the Developer provides a financial bank guarantee to provide security to the Council in relation to the Developer's obligations under the DA. These provide the Council with financial recourse for any breach of obligation until grant of each relevant Phase Building Lease. As a result, the amount covered by the bank guarantees reduces as each phase is commenced.

The security deed option has the advantage of providing easier access to financial recourse than a PCG because the obligation is backed by an independent bank rather than another company within the Developer's corporate group. This is likely to provide immediate access to funds if the conditions of the guarantee are met and would not be impacted by any financial difficulties the Developer may experience as the bank remains liable under the guarantee.

Overall, as the PCG approach was no longer an option, the Council worked with the Developer to develop a suitable alternative form of guarantee and has been proceeding on this basis.

f) **Impact of Genr8 Kajima Exit**: As set out in the Strategic Case Genr8 Kajima have exited the commercial arrangements and no longer have any involvement in the project. As a consequence on the security arrangements, the bank guarantee provided at the request of Genr8 Kajima would be terminated. A Deed of Variation was executed in February 2026, reflecting this change to the security deed. The updated arrangements provided only for a bank guarantee from PFP-Igloo, therefore halving the total amounts guaranteed, however the Council deemed these amounts to be adequate financial compensation.

LAND DRAWDOWN

5.7 The previously agreed model for land drawdown remains the approach that is to be implemented, whereby the Developer can take a Phase Building Lease and commence development of that phase once the Primary Conditions concerning that phase, which are set out in the DA, have been met. The Developer would be granted a Phase Long Lease within 20 days of issuing the Completion Certificate for the phase.

CONCLUSION

5.8 Overall, the commercial strategy established through the DPBC and subsequently formalised in the DA remains appropriate for the current stage of the project. Whilst a number of commercial arrangements have evolved since execution of the DA, these changes have been implemented in accordance with the contractual provisions and do not materially alter the allocation of risk or the underlying commercial principles agreed by the Council.

5.9 The most significant change has been the exit of Genr8 Kajima from the development partnership. The Council has carefully considered the implications of this change (formally reviewed through Cabinet in January 2026), including the revised security arrangements, and is satisfied that Igloo has the capability, experience and financial standing to continue delivering the project. The Deed of Variation and updated security deed provide an appropriate level of commercial protection for the Council, reflecting the revised partnership structure.

5.10 Governance arrangements are operating as intended, the agreed commercial mechanisms continue to provide an appropriate framework for project delivery, and the contractual milestones are achievable. The Council is therefore assured that the commercial arrangements continue to represent an appropriate and proportionate basis for progressing the CWR project through the planning, detailed design and pre-development stages, through into implementation.

6. Financial Case

7. Management Case

INTRODUCTION

7.1 As the project is currently progressing in line with the DA, the purpose of the Management Case is to demonstrate that robust governance, project management and assurance arrangements are in place to support the next phase.

GOVERNANCE & DECISION MAKING

7.2 The DA sets out the governance arrangements for the project and the on-going engagement and authorised approvals between WCC and the Developer. This section looks at these governance arrangements and how they have been working in practice and how these will evolve as the project moves from planning towards implementation.

The Project Board

7.3 Current arrangements: WCC and the Developer established a Project Board (the Board) which comprises of an equal number of representatives each from WCC and the Developer (noting membership was updated following the exit of Genr8 Kajima from the partnership arrangements). Meetings of the Board have been held monthly, which has been the appropriate frequency to address key matters to this point. The Board is responsible for the strategic direction of the project and the Project Team reports into the Board.

7.4 Future arrangements: It's key for consistency that the Board continues with equal representation for both parties and continues to meet frequently. It is anticipated that as the project moves from planning to implementation stage that monthly Board meetings will continue to be required so the Board can action decision-making, understand progress and escalate key matters within their respective organisations. The frequency of meetings will be under on-going review.

The Project Team

7.5 Current arrangements: This forum comprises WCC Officers alongside key day-to-day representatives from the Developer and their consultancy team. The Project Team has been meeting regularly and progressing all key joint workstreams and reporting progress and matters for escalation up to the Project Board as necessary.

7.6 Future arrangements: It's intended that the Project Team continues to meet frequently after planning permission is achieved. Planning permission will be a major milestone, however focus on detailed design, delivery and continued stakeholder engagement will need this regular forum for both parties to ensure the project progresses at pace. It is anticipated that the

Project Team will meet fortnightly, but additional meetings will be scheduled where required to ensure major milestones are achieved.

Quarterly Review Meetings

7.7 Current arrangements: The intention under the DA was for a forum to exist to review overall progress of the project and agree key actions for successful execution of the project. This level of review has been merged into the Project Board meetings as typically the attendees would be the same and given some of the major challenges that have impacted project progress e.g. viability concerns and Genr8 Kajima exit, updates to the DA, the broader progress review has needed to sit within the monthly Board meetings.

7.8 Future arrangements: Quarterly Review Meetings will continue to form part of the Project Board meetings to enable regular review and provide this level of governance and scrutiny on overall project progress.

7.9 In addition to the governance arrangements clearly set out under the DA, the project is also reported through the Council’s internal governance processes. Regular updates are provided to the Corporate Heads of Service (CHOS) meeting, ensuring that senior officers from across the Council are kept informed of project progress, key risks, emerging issues and forthcoming decisions. This forum provides an opportunity to consider cross-service implications, coordinate corporate input and ensure that the project remains aligned with the Council's wider strategic objectives and operational priorities.

PROGRAMME

7.10 Since execution of the DA the project programme has been reviewed to reflect changes in project circumstances, including the need to address viability challenges and the withdrawal of Genr8 Kajima from the development partnership. An updated programme is currently being finalised, based on submission of the hybrid planning application in Q4 2026. The revised programme reflects realistic timeframes for the completion of key activities, planning determination and subsequent pre-development work, and remains aligned with the contractual long stop dates set out in the DA. The programme will continue to be monitored through the project's governance arrangements and updated as necessary to reflect progress and emerging risks.

PROJECT MANAGEMENT

7.11 CWR is an active project, requiring dedicated Council side resource and day-to-day activity, which is supplemented by specialist advisory support, where required.

7.12 The Council has established a dedicated project management team to drive and oversee progress and delivery of CWR and to manage the DA in accordance with the Council's roles and responsibilities. As the project progresses from the pre-planning stage through planning determination and into implementation, the project team will continue to coordinate the Council's activities, manage interfaces with the Developer and key stakeholders, and ensure that the project is delivered in accordance with the agreed governance and contractual arrangements.

7.13 Overall responsibility for day-to-day management of the project sits with the Head of Regeneration, who is responsible for coordinating project activities, managing the relationship with the Developer, reporting progress through the project's governance structure and ensuring that risks, programme and key decisions are appropriately managed.

7.14 The Head of Regeneration is supported by one Senior Project Manager and two Project Managers, who provide project management support across the various workstreams, including coordination of technical advisers, management of project actions, programme monitoring and stakeholder engagement. This resource provides resilience within the project team and ensures that multiple workstreams can continue to progress in parallel as the project moves towards planning submission and implementation.

7.15 Financial support is provided from the WCC finance team, who along with Project Managers provide financial oversight and will continue to support the project through financial monitoring, budget management and financial reporting, ensuring that expenditure remains aligned with approved budgets and importantly that financial implications of key decisions are appropriately considered.

7.16 The project team reports to the Director of Regeneration, who provides senior management oversight and acts as the Senior Responsible Officer within the Council's governance arrangements. This reporting structure ensures that strategic issues are escalated appropriately and that decisions requiring senior management or Member approval are progressed through the Council's established governance processes.

7.17 The Council will continue to supplement its internal resources with specialist external advisers, including legal, commercial, planning, technical and property advisers, where specialist expertise is required. This blended approach ensures that the Council retains sufficient capability and capacity to manage the project effectively throughout the planning, delivery and implementation phases.

RISK AND ASSURANCE

7.18 Up to this point and moving forward, effective risk management is fundamental to the successful delivery of CWR. The Council maintains its own programme risk register, which identifies the strategic and delivery risks associated with the project and records the appropriate mitigation measures and risk owners from the Council side.

7.19 The programme risk register is owned by the Head of Regeneration and is maintained by the Project Managers as part of the ongoing management of the project. Risks are reviewed regularly through internal meetings and project team meetings to ensure that emerging issues raised by either the Council or the Developer are identified promptly, mitigation measures remain appropriate and changes to the project's risk profile are reflected in the register.

7.20 The programme risk register also supports the project's governance arrangements by informing reporting to the Project Board. Significant risks, changes in risk exposure or matters requiring strategic direction are escalated through the governance structure to enable timely decision-making and ensure that appropriate actions are taken.

7.21 The Council adopts a proportionate assurance approach to support effective project delivery. Assurance is provided through the established governance arrangements, including regular review by the Project Board, together with oversight from senior officers and the use of specialist advisers where appropriate.

7.22 As the project moves into the planning and implementation phases, the Council will continue to review its assurance requirements to ensure that governance, risk management and project controls remain appropriate to the scale and complexity of the project.

CHANGE CONTROL

7.23 Proposed changes to the project scope, programme, cost or commercial arrangements must be appropriately assessed, governed and approved ahead of being implemented and this must be in line with the various change and review procedures set out in the DA and be managed and escalated in accordance with the governance arrangements.

BENEFITS MANAGEMENT

7.24 A cost benefit analysis was undertaken in the Economic Case, to assess the anticipated economic impacts of CWR in its current form. The appraisal demonstrates the project is expected to deliver significant benefits to Winchester’s economy through the creation of employment opportunities, the generation of Gross Value Added (GVA), and increased footfall and expenditure within the city centre

7.25 Benefits management will focus on ensuring that the outcomes identified in the Economic Case are monitored throughout delivery and implementation. The Council will track the key indicators that underpin the CBA, including employment generation, commercial floorspace delivery, residential delivery, public realm improvements and city centre footfall. Monitoring arrangements will be integrated into the project’s governance and reporting processes, enabling progress against the anticipated benefits to be reviewed by the Project Board at appropriate stages of the programme.

7.26 The Council will work with the Developer to collect relevant data as phases of the scheme are delivered and occupied. This will enable the Council to assess whether the project is performing in line with the assumptions used in the economic appraisal and to identify any material variances that may require further consideration.

7.27 Given the phased nature of the development, benefits will be realised progressively over the life of the project rather than at a single point in time. The Council will therefore continue to review the timing and scale of benefits as the scheme progresses through planning, implementation and occupation, ensuring that the anticipated economic, social and regeneration outcomes are captured and reported through the established governance arrangements.

CONCLUSION & NEXT STEPS

7.28 The Management Case demonstrates that appropriate governance, project management and assurance arrangements are in place to support the successful delivery of the CWR project. Since execution of the DA, the Council has established the management structures, reporting arrangements and project controls necessary to oversee the project as it progresses through the design, planning and delivery phases.

7.29 The Council has a dedicated project management team, supported by specialist internal officers and external advisers, providing the capability and capacity required to drive progress, manage the DA and oversee delivery. Established arrangements for risk management, assurance, change control and benefits monitoring provide a robust framework for managing the project and responding to emerging issues as they arise.

7.30 The immediate focus of the project is to progress design to the level a hybrid planning application can be prepared, submitted and determined, following which the Council and the Developer will continue to work collaboratively to satisfy the remaining conditions under the DA, prepare for implementation of the first phase of development and achieve the agreed long stop dates. Throughout this period, the Council's governance and management arrangements will continue to be reviewed to ensure they remain proportionate and appropriate to the project's evolving requirements.

8. Conclusion

8.1 This UBC has been prepared following review of the Developer's RIBA Stage 1 Report and supporting technical information and additional project and DA updates since the DA was executed. It demonstrates that the emerging proposals remain aligned with the Council's vision and objectives for the regeneration of Central Winchester and continue to support the strategic, economic, commercial, financial and management cases previously established through earlier business case approvals and the DA.

8.2 The Council has reviewed the Developer's Stage 1 outputs and is satisfied that they provide an appropriate basis for progressing the scheme and moving into the planning phase. The design will continue to evolve through subsequent RIBA stages and mature to a level of detail to enable submission of a planning application, therefore the Council and the Developer can continue development of the project in accordance with the Development Agreement.

8.3 The key risks and uncertainties associated with the project remain recognised and those which are not outside of anyone’s control are considered capable of being managed through the established project governance arrangements.

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Winchester City Council

Equality Impact Assessment (EqIA)

Section 1 - Data Checklist

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

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

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	There have been no complaints data related to the Development Delivery Plan (DDP) for the Central Winchester Regeneration (CWR) site.
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 CWR Project Team are regularly engaged on progress – no concerns have been raised.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	Extensive consultation has been undertaken for the CWR development to date, and in most recent years, Jigsaw has undertaken comprehensive engagement. No concerns regarding the production of the Updated Business Case or its contents have been highlighted from an equality, diversity and inclusion (EDI) perspective.
4	Do you have any concerns regarding the implementation of this policy or project?	No	As part of their tender response, Jigsaw articulated their approach to ensuring best practice in regard to EDI. Jigsaw have ensured due regard is given to EDI in the production of the Planning Application and the DDP highlights how this will be embedded throughout their

		Yes/No	Please provide details
	(*i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)*		approach to the delivery of the site. Any potential impacts identified will be assessed and then addressed appropriately by Jigsaw. The Council will ensure where appropriate and it is able to, support is provided to Jigsaw to facilitate. This will be closely monitored by the Council's officers to ensure due process is followed.
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	Not at this stage.
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	Jigsaw is experienced in delivering similar redevelopment projects. Their past experiences regarding EDI and ensuring a best practice approach will be applied to the delivery of this development. Council officers have implemented regeneration projects before, whereby EDI measures to minimise equality impacts have been applied. Where appropriate and it is able to, the Council will ensure support is provided to Jigsaw to inform / implement mitigation measures.
7	Are there any other issues that you think will be relevant?	No	

Section 2 - Your EqIA form

Directorate: Ken Baikie / Simon Hendey	**Your Service Area**: Regeneration	**Team**: Central Winchester Regeneration (CWR)	**Officer responsible for this assessment**: Emma Taylor	**Date of assessment**: August 2026

	Question	**Please provide details**
1	What is the name of the policy or project that is being assessed?	Central Winchester Regeneration (CWR) Updated Business Case
2	Is this a new or existing policy?	New
3	Briefly describe the aim and purpose of this work.	The transformation of the CWR site is of key strategic importance to the Council and the people of Winchester. The vision for the area is for a mixed-use, pedestrian friendly quarter that reflects the distinctive character of Winchester City Centre, supports a vibrant retail and cultural / heritage offer which is set within an exceptional public realm and incorporates the imaginative re-use of existing buildings. Extensive work was undertaken to develop a Development Brief that sets out the Council's vision and objectives for the project. In March 2023, the Council appointed Jigsaw as its Development Partner to bring this vision to life. The Development Agreement (DA) was subsequently signed in April 2024, with the first key milestone being the approval of the Development Delivery Plan (DDP), achieved in March 2025. Following GKRL's exit from the Partnerships & Places Consortium in late 2025, Cabinet approved the change in consortium composition in January 2026.

		The next major milestone is the submission of the Updated Business Case. Subject to its approval, Jigsaw will be able to submit a planning application by Winter 2026.
4	What are the associated objectives of this work?	The CWR Supplementary Planning Document (SPD) sets out nine objectives for the site: Objective 1 Vibrant Mixed-Use Quarter Objective 2 “Winchesterness” Objective 3 Exceptional Public Realm Objective 4 City Experience Objective 5 Sustainable Transport Objective 6 Incremental Delivery Objective 7 Housing for All Objective 8 Community Objective 9 Climate Change and Sustainability The investment objectives below incorporate the themes identified in the SPD and a Competitive Positioning Study and are specific to the defined site: 1 Work Provide creative, flexible workspaces to help grow start-up businesses and allow like-minded professionals to support each other by sharing skills, ideas and resources. 2 Live Provide housing suitable for a range of people, including young people and families. A mix of private and affordable housing is needed with new homes for key workers and homes for rent.

		3 Play Create high quality exceptional public places where people want to spend time, to enjoy outside spaces, to experience new things, to celebrate heritage and culture and to get involved in something that interests them. 4 Student and young person experience Create a mix of uses which is attractive to students and young people, which encourages them to visit the centre of Winchester, instead of going elsewhere, and gives them reason to want to stay in the City beyond their time at university or in other forms of education. 5 Overnight tourism Create an attractive night-time offering to complement the existing City quarters and encourage residents and tourists to visit the area in the evening. 6 Sustainable development Work towards the City carbon neutrality target through choice of building materials, measures to minimise energy use, re-use of buildings where appropriate and encouraging suitable modes of transport. The DDP reorganises the original structure provided by the Council to put Sustainability and Social Value at the forefront as tangible outcomes aligned to these six Investment Objectives. Making Sustainability and Social Value the starting point for the DDP demonstrates a clear signal about the priorities for

		CWR, which is not simply a commercial proposition but also how the site will be used to deliver wider benefits back to Winchester. This is aligned to the Council's Green Economic Development Strategy and includes such things as; climate resilience, active travel, low carbon development, reuse, opportunities for local start-ups in affordable workspace, addressing housing affordability. The policy objectives in the Council's Green Economic Development Strategy are set out below: 1. Increased business density and diversity 2. Higher skills and productivity 3. Reduced socio-economic and spatial inequality 4. More affordable, sustainable, and flexible housing stock 5. Net CO2 emissions reduced to zero 6. Greener transport and less congestions 7. More local renewable energy 8. Increased biodiversity and green infrastructure
5	Who is intended to benefit from this work and in what way?	Winchester is a proven tourist destination, the City is visited by 5.6 million people each year. By 2028 the population of Winchester is projected to increase from 95,025 (in 2018) to 101,279. Whilst those between the ages of 15-24 make up 14% of the population, which is above the UK average, only c.10% of the population are between the ages of 25-34, which is below the UK average. There is a particular focus on the retention of Winchester's younger generation, enabling them to stay – to build a career

		in their home district, to live, work and play. However, residents across the Winchester district will benefit from the redevelopment as well as those visiting the City. The development will transform the centre of our historic cathedral city, bringing homes for local families, providing jobs for local people and making a visit to this heritage city one which will be remembered. There is an emphasis on provision of housing of all tenures as well as improved design of buildings and public realm to increase legibility and accessibility, delivering a positive benefit to protected groups whether, living in, working or visiting the City.
6	What are the outcomes sought from this work?	CWR is of key strategic importance to the Council and the people of Winchester. The development will contribute to improved quality of living, employment opportunities, increased footfall to the area and overnight tourism resulting in additional spend in the local economy. The next major milestone is the submission of the Updated Business Case. Subject to its approval, Jigsaw will be able to submit a planning application by Winter 2026.
7	What factors/forces could contribute or detract from the outcomes?	The approval of the Updated Business Case will provide the necessary authority and assurance to proceed with the next phase of the project, including the progression towards a planning application and delivery. It will also confirm the project's financial viability, governance arrangements, and alignment with the Council's strategic objectives.

		Without approval of the Updated Business Case, the project cannot progress to the next stage, and key milestones such as the submission of a planning application will be delayed or potentially halted altogether.
8	Who are the key individuals and organisations responsible for the implementation of this work?	Winchester City Council: • Simon Hendey • Ken Baikie • Emma Taylor • Ellie Driscoll • Duncan Faires Jigsaw
9	Who implements the policy or project and who or what is responsible for it?	Jigsaw

		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?	The Updated Business Case sets out the justification for progressing the project into design, planning, procurement, and construction. Following approval, the project will move into detailed design and the preparation and submission of a planning application. Once planning consent is secured, the focus will shift to procurement and construction through competitive tendering.		

		Stakeholder and community engagement will continue throughout. Care must be taken to ensure communication is inclusive, as assumptions about English language proficiency or digital access may limit participation for some groups.		
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?	Perceptions about how gender influences performance at work can result in potential barriers to procurement. Once a planning application has been submitted, Jigsaw will move to the procurement and construction phase, where considerations for gender imbalances will be important. This is particularly relevant in relation to women, such as the likelihood of maternity leave, needing to take time off for childcare, making them less flexible or because of their married status, following their husband's career. This can lead to unlawful discrimination where perception leads to a procurement decision which amounts to unfair treatment.		
12a	Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way? *you may wish to consider:* • *Physical access* • *Format of information* • *Time of interview or consultation event* • *Personal assistance* • *Interpreter* • *Induction loop system*	**Y**	N	

	• *Independent living equipment* • *Content of interview*			
12b	What existing evidence (either presumed or otherwise) do you have for this?	The Updated Business Case confirms Jigsaw's commitment to ongoing community and stakeholder engagement throughout the development process. A range of sensory, learning, and physical disabilities may affect an individual's ability to engage, and it is important that the views of disabled people are actively sought to ensure activities and events are inclusive and accessible. Following Updated Business Case approval, the project will move into the design and planning phase, including detailed design and preparation for planning submission. If accessibility is not adequately considered in the design of buildings, public realm, and access, there is a risk of negative impacts on people with disabilities. As the project progresses into procurement, the methods used to communicate opportunities must also be carefully considered, as certain formats may disadvantage individuals with visual impairments.		
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?	During the procurement phase, Jigsaw will undertake a competitive tender process for each contract or phase of work. Potential assumptions made about a person's actual or perceived sexuality can be a barrier to procurement and have an influence on the decision because of the personal views of the person making the decision.		

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?	The Updated Business Case confirms Jigsaw's commitment to ongoing community and stakeholder engagement throughout the development process. Barriers linked to age may affect how people participate in engagement activities or access information. For example, younger people may be less inclined to attend formal engagement events or may be discouraged by complex language, while older people may be disadvantaged if information is shared primarily through digital channels due to lower levels of internet access.		
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?	Perceptions and assumptions that are made about how people from different religious beliefs behave and conduct themselves could be a barrier during the procurement phase and have an influence on the decision making process. Jigsaw intends to continue community and stakeholder engagement throughout the development process. Religious belief could have an impact on an individual's motivation and time available to participate in an engagement activity / event due to religious practices / days. Depending on specific beliefs and interpretations, religious belief can also limit participation in certain activities deemed incompatible with their faith.		
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?	A competitive tender process will be undertaken for each contract or phase of work, once a planning application has been submitted. Assumptions that are made about gender reassignment can be a barrier to procurement because of the personal views of the person making the decision.		
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?	An individual's perception about how marital status influences performance at work could result in a potential barrier during the procurement process. For example, following their partner's career. This can lead to unlawful discrimination where perception leads to a procurement decision which amounts to unfair treatment.		
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?	The procurement process could be subject to potential barriers where an individual's perception about how pregnancy and maternity influences performance at work. Such as needing to take time off for maternity leave and childcare can lead to unlawful discrimination where perception leads to a procurement decision which amounts to unfair treatment.		

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	Without mitigation or control, the project could discriminate against certain groups on the bases 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			Race: Y Sex: Y Disability: Y

	answer opposite against the relevant protected characteristic.	Y	N	Sexual orientation: Y Age: Y Gender reassignment: Y Pregnancy and maternity: Y Marriage and civil partnership: Y Religious belief: Y
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	The DDP articulates Jigsaw's approach to ensuring best practice with regard to how EDI is embedded in their approach to delivery, with particular attention paid to stakeholder and community engagement, and procurement. Jigsaw is aware that any potential impacts identified will need to be assessed and appropriately addressed. The Council will ensure where appropriate and it is able to, support is provided to Jigsaw to facilitate. This will be closely monitored by the Council's officers to ensure due process is followed.		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	**Proceed with mitigations** Proposal can proceed with mitigations above to reduce any adverse impacts.

Signed by completing officer	Edriscoll
Signed by Service Lead or Corporate Head of Service	

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<u>Planning Application Supporting Information</u>

Detailed (Red) and Outline (Blue) Parts of the Proposed Development

	Sitewide	**Phase 1 – Detail**
Proposed Homes	Up to 228 new homes A1 – 54 A2 – 43 Kingswalk – 22 B2 North - 18 B2 South – 25 B3 – 13 B4 – 19 B5 – 34	119 new homes A1 – 54 A2 – 43 Kingswalk – 22
Live-Work Units	4 Live-Work Units in A2 and B2 North.	2 Live-Work Units within Building A2. 1B2P Unit and 2B4P Unit.
Unit Mix	1b – 49 (21.3%) 2b – 113 (49.2%) 3b – 68 (29.5%)	1B/1P 10 8% 1B/2P 20 17%

	Sitewide	Phase 1 – Detail
		2B/3P 8 7% 2B/4P 45 38% 3B/5P 36 30% Grand Total 119
Affordable Housing	The project cannot viably provide any on-site affordable housing provision.	N/A
Non-Residential Floorspace	The total amount of retail/commercial floorspace that is Use Class E or Sui Generis Use is 4,077sqm (GIA).	Plot A1 365sqm (GIA) Plot A2 412sqm (GIA) Kingswalk Plot A3 1,702 (GIA) Antiques Market 197sqm (GIA) Total 2676 sqm (GIA)
Height	No buildings taller than 6 storeys proposed (58.45AOD). Buildings range from 1 to 6 storeys. The taller buildings positioned in the northwest, gradually stepping down towards the St Johns Almshouses to ensure the height and scale is sympathetic to the existing townscape. Buildings of varying height are along Friarsgate.	Building A1 – This building ranges from 4 to 6 storeys in height. Building A2 – This building ranges from 3 to 6 storeys in height. Antiques Market to remain 2 storeys and Kingswalk to remain 4/5 storeys.
Dwelling Size	N/A	All dwellings exceed the National Minimum Space Standards.
Adaptable homes	N/A	4 of the homes have been designed to comply with wheelchair adaptable standards (Building Regulations M4(3)(2)(a)). All new homes not built as wheelchair user dwellings designed to meet the requirements of Building Regulations M4(2).
Urban Design Principles	The masterplan is underpinned by the following urban design principles: • Designed as a piece of the City where the building facades form and contain the public space - positioned to provide useful pedestrian connections between two otherwise disconnected parts of the City. • Massing and heights carefully considered to be sensitive to the scale and height of the neighbouring buildings, especially the listed Alms Houses to the east. Buildings are lower toward the east, and taller toward the west and north, with moments of height to celebrate prominent corners. • Good levels of natural surveillance, with windows carefully positioned to ensure the public space is well overlooked and 'self-policed'. • Various roof terraces, courtyards and balconies provide delightful, generous outside space - allowing occupants the opportunity to plant them up, further enlivening the street edge. • The streets provide a delightful means to access the homes, whilst also providing a generous, peaceful external space for all to spend time or for children to play.	

	Sitewide	Phase 1 – Detail
	• We envisage the public streets and squares becoming vibrant, lively places to spend time, making a valuable contribution to the local area, encouraging a sense of community by providing the opportunity for people to meet, chat and enjoy the tranquil public space. • Conveniently positioned internal refuse storage, and secure cycle storage to be provided to encourage sustainable forms of transport. • To build upon and expand the SPD guidance with public infrastructure that will connect buildings and their uses together. • To establish a feeling of place; connected to the Itchen Valley and other surrounding city landscapes and overlaid across the loose and beautifully misaligned Roman and Saxon grids of Winchester. • To act as a civic foreground to the new residential led development; providing new spaces to sit, meet, eat, work and play outside. • To provide a new legible network of pedestrian routes that enhance access to and from the surrounding historic uses, buildings and spaces; especially north and south. • To bring the historic waterways into view by deculverting an existing river to become a new public space and amenity and designing sustainable drained surfaces. • To help mitigate a feeling of severance created by the ring roads, with new crossings and activity at and around the development edges. • To redistribute spaces available for transport and buses, and prioritise them for the benefit of pedestrians whilst retaining and enhancing public transport and accessibility throughout the centre. • New tree planting and civic furniture, to enhance amenity, places to sit, eat, and rest, and encourage activity outside, even in hot or drizzly weather. • To bolster the setting of Winchester as a world class destination; the High Street and Broadway becoming better connected to all parts of the new city centre. • Opening up the historic network of spaces north, south, east and west.	
Trees	Existing: 7 Category A Trees 20 Category B Trees and 1 Group of Category B Trees 12 Category C Trees 2 x Category C and 1 x Category C Trees identified for removal at present. 64 new trees proposed.	XX
Public Realm	6,600sqm of public squares and routes are proposed within the development.	TBC
Playspace	1,275sqm of play space is proposed within the development.	xx
Biodiversity Net Gain	xx	xx
Car Parking	A car fee development is proposed apart from disabled car parking provision. Blue Badge parking for 5% of dwelling, equating to 11 spaces is proposed. 5 of these would be located by Coitbury House,	6 off site disabled car parking bays are provided within the Brooks Car Park.

	Sitewide	Phase 1 – Detail
	with the remainder within The Brooks Car Park.	
Cycle Parking	587	
Energy & Sustainability	Fabric first approach, with exhaust air source heat pumps and PV panels. Net-zero operational carbon on site. BREEAM Excellent – New Non residential floorspace.	xx
Waste and Recycling	One refuse (1,100L) / recycling (1,100L) / glass (240L) proposed per 6 dwellings which equates to 43 bins per waste stream.	

Sitewide Heights Strategy

Landscape & Public Realm Masterplan

<u>Artist Impressions</u>

Looking East towards the Brooks Centre

Looking south towards the Antiques Market

Looking west from Tanner Street through to the Antiques Market and the Brooks Centre

Looking East onMiddle Brook Street

Looking East on Middle Brook Street including Kings Walk

Looking North into where the bus station currently is

Looking South towards the Guildhall

Looking West on Friarsgate

Looking North on Middle Brook Street

Looking North from the Broadway

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ISO FULL BLEED A3 420 X 297 MM

NOTES

1. Do not scale from this drawing.
2. Dimensions are in metres unless stated otherwise.
3. If there is any ambiguity between the specification and the drawings, refer to the Project Manager for clarification.
4. This drawing is based on Topographical Survey received from Apex Surveys, drawing reference M1722/1, received on 05/06/2024.

KEY

- Proposed yellow road markings (width may vary)
- Proposed white/black road markings (width may vary)
- Proposed kassel kerb (150mm)
- Proposed half battered kerb (150mm)
- Proposed back of kerb
- Transition kerb
- Flush kerb
- Existing kerbline removed
- Site boundary
- Remove existing footway
- BUS SHELTER Proposed bus shelter
- Existing car parking spaces

REV	DATE	REVISION DESCRIPTION / DETAILS	DRN BY	CHKD BY	APRVD BY
A	02/02/26	FIRST ISSUE	CA	BL	MR

momentum
transport consultancy

CLIENT:
WINCHESTER CITY COUNCIL

JOB TITLE:
CENTRAL WINCHESTER REGENERATION

DRAWING TITLE:
TANNER STREET
BUS STOP LAYOUT - BUS SHELTER

STATUS:
FOR INFORMATION

DRAWING NO:	REV:	SCALE AT A3:
M001181-DR-008	A	1:250

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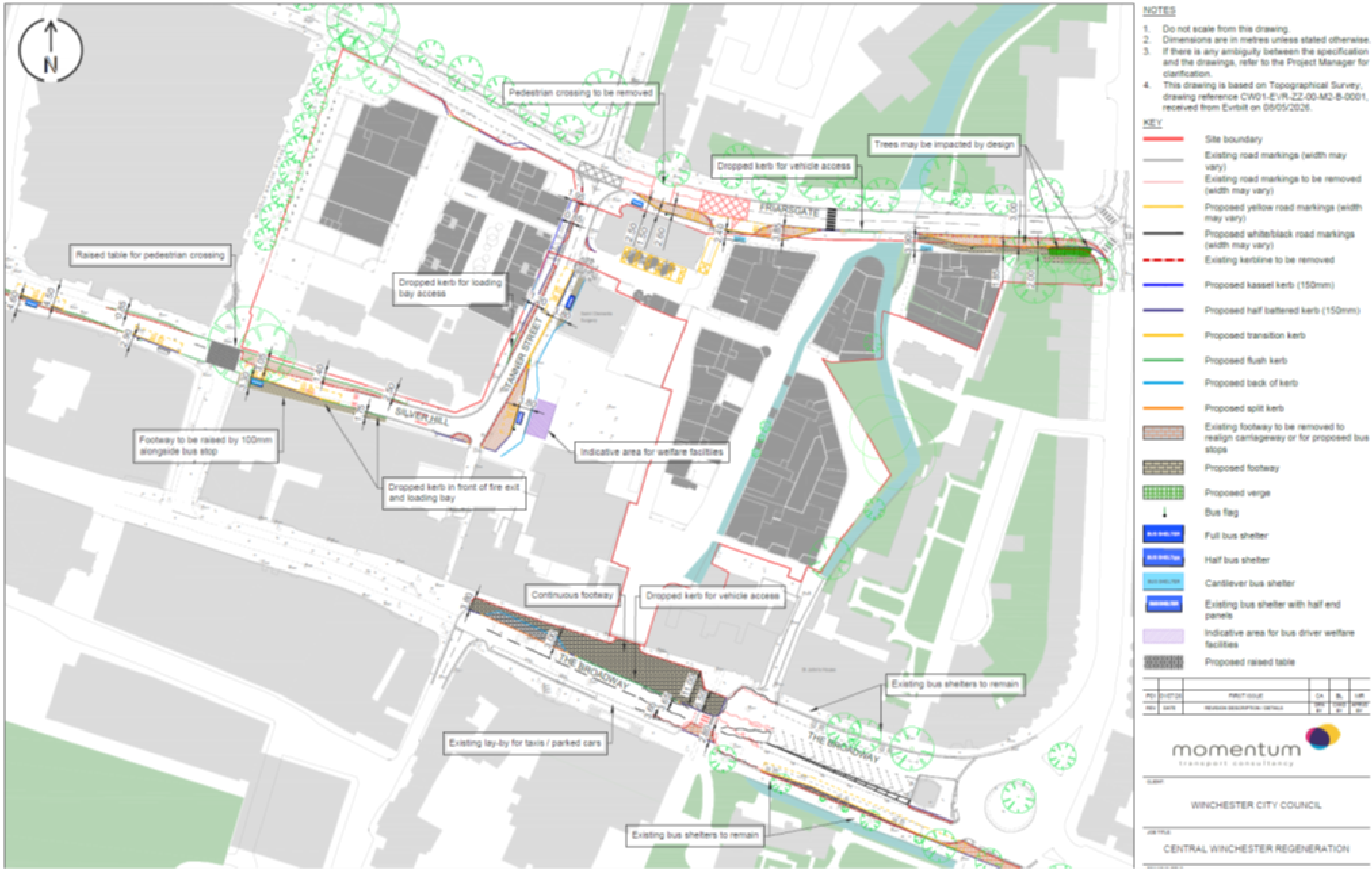
N
Pedestrian crossing to be removed
Trees may be impacted by design
Dropped kerb for vehicle access
FRIARSGATE
Raised table for pedestrian crossing
Dropped kerb for loading bay access
TANNER STREET
SILVER HILL
Indicative area for welfare facilities
Footway to be raised by 100mm alongside bus stop
Dropped kerb in front of fire exit and loading bay
Continuous footway
Dropped kerb for vehicle access
THE BROADWAY
Existing bus shelters to remain
Existing lay-by for taxis / parked cars
THE BROADWAY
Existing bus shelters to remain
NOTES
1. Do not scale from this drawing.
2. Dimensions are in metres unless stated otherwise.
3. If there is any ambiguity between the specification and the drawings, refer to the Project Manager for clarification.
4. This drawing is based on Topographical Survey, drawing reference CW01-EVR-ZZ-00-M2-B-0001, received from Evrbilt on 08/05/2026.
KEY
Site boundary
Existing road markings (width may vary)
Existing road markings to be removed (width may vary)
Proposed yellow road markings (width may vary)
Proposed white/black road markings (width may vary)
Existing kerbline to be removed
Proposed kassel kerb (150mm)
Proposed half battered kerb (150mm)
Proposed transition kerb
Proposed flush kerb
Proposed back of kerb
Proposed split kerb
Existing footway to be removed to realign carriageway or for proposed bus stops
Proposed footway
Proposed verge
Bus flag
Full bus shelter
Half bus shelter
Cantilever bus shelter
Existing bus shelter with half end panels
Indicative area for bus driver welfare facilities
Proposed raised table
FIRST ISSUE
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transport consultancy
WINCHESTER CITY COUNCIL
CENTRAL WINCHESTER REGENERATION

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Phasing
Phase 1 (Detailed Application)
Phase 2 (Outline Application)
A1
A2
A3
B1
B2N
B2S
B3
B4
B5
Friarsgate
Lower Brook St
Upper Brook St
Middle Brook St
Tanner St
Silver Hill
High St
Market St
Cross Keys Passage
Colebrook St
The Broadway
Abbey Pass
Eastgate St

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Winchester City Council

Forward Plan of Key Decisions

1 September 2026 – 30 November 2026

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

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

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

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

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

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

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

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

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

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer	Date/period decision to be taken	Committee Date (if applicable)	**Open/private meeting or document**? If private meeting, include relevant exempt paragraph number
Section A Decisions made by Cabinet & Cabinet committees										
1	Former RPLC Site Disposal Decision	Cabinet Member for Healthy Communities	Yes	All Wards	Emma Taylor	Cabinet report	Cabinet	Sep-26	9-Sep-26	Part exempt 3
2	General Fund outturn 2025/26	Cabinet Member for Finance and Transformatio n	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Sep-26	9-Sep-26	Open
3	Housing Revenue Account outturn 2025/26	Cabinet Member for Finance and Transformatio n	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Sep-26	9-Sep-26	Open
4	Q1 Finance & Performance monitoring	Cabinet Member for Finance and Transformatio n	Yes	All Wards	Simon Howson	Cabinet report	Cabinet	Sep-26	9-Sep-26	Open
5	Land transaction (if required)	Cabinet Member for Regeneration	Yes	All Wards	Geoff Coe	Cabinet report	Cabinet	Sep-26	9-Sep-26	Part exempt 3
6	Asset Management Strategy	Cabinet Member for Good Homes	Yes	All Wards	Karen Thorburn	Cabinet Committee report	Cabinet Committee: Housing	Nov-26	3-Nov-26	Open

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
7	Private Sector Housing Disabled Facilities Grant Policy Amendment	Cabinet Member for Healthy Communities	Yes	All Wards	Charlotte Quinn	Cabinet report	Cabinet Committee: Housing	Nov-26	3-Nov-26	Open
8	General Fund Budget Options & Medium Term Financial Strategy	Cabinet Member for Finance and Transformation	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Nov-26	18-Nov-26	Open
9	HRA Business Plan & Budget Options	Cabinet Member for Good Homes	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Nov-26	18-Nov-26	Open
10	Q2 Finance & Performance monitoring	Cabinet Member for Finance and Transformation	Yes	All Wards	Simon Howson	Cabinet report	Cabinet	Nov-26	18-Nov-26	Open
Section B Decisions made by individual Cabinet Members										
11	Housing Complaints Self-Assessment	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet Member decision report	Cabinet Member for Good Homes Decision Day	Sep-26	9-Sep-26	Open

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
12	Managing Communal Areas Policy	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet Member decision report	Cabinet Member for Good Homes Decision Day	Sep-26	9-Sep-26	Open
13	Major Works & Section 20 Consultations Policy	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet Member decision report	Cabinet Member for Good Homes Decision Day	Sep-26	9-Sep-26	Open
14	Decant Management Policy	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet Member decision report	Cabinet Member for Good Homes Decision Day	Sep-26	9-Sep-26	Open
Section C Decisions made by Officers										
15	Treasury Management - decisions in accordance with the Council's approved strategy and policy	Cabinet Member for Finance and Transformation	Yes	All Wards	Designated HCC Finance staff, daily	Designated working papers	Designated HCC Finance staff, daily	Sep-26	Sep-26	Open

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer	Date/period decision to be taken	Committee Date (if applicable)	**Open/private meeting or document**? If private meeting, include relevant exempt paragraph number
Section D	***Proposed budget timetable 2027/28*** **Not classed as key decisions as final decision taken by full Council*									
16	General Fund Budget 27/28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
17	Housing Revenue Account (HRA) Budget 27/28*	Cabinet Member for Good Homes	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
18	Capital Investment Strategy 27-37*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
19	Treasury Management Strategy 27-28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open

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

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

Agenda Item 13

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