

REPORT TITLE: COMMUNITY INFRASTRUCTURE LEVY (CIL) FUNDING ALLOCATIONS

10 SEPTEMBER 2025

REPORT OF CABINET MEMBER: Councillor Jackie Porter, Cabinet Member for Place and Local Plan

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WARD(S): ST MICHAEL, ST BARTHOLOMEW, WONSTON & MICHELDEVER

PURPOSE

This paper seeks approval to allocate CIL funds to support requests from Hampshire County Council for two transport and active travel projects and the city council's Natural Environment and Recreation Team for an open space enhancement project, from funds ring-fenced for this purpose.

Subject to this funding being approved by Cabinet, the projects detailed in the report will become part of the rolling programme of schemes wholly or partly funded by CIL in line with the protocol agreed in September 2018 (CAB3071 refers) and reviewed and updated in July 2023 (CAB3385 refers).

RECOMMENDATIONS:

- 1) Approve funding allocations, capital budget and expenditure as follows from the Winchester City Council CIL receipts ring-fenced to support transport and active travel projects:
  - i) £36,393 to Hampshire County Council in 2025/26 for the upgrade of the existing pedestrian crossing at Friarsgate in Winchester.
  - ii) £282,000 to Hampshire County Council in 2026/27 for the provision of a footway adjacent to Andover Road Micheldever.

- 2) Approve a funding allocation and capital budget of £153,000 in 2026/27 from the Winchester City Council CIL receipts ring-fenced to support council-led strategic projects, for the provision of a perimeter footpath at River Park recreation ground in Winchester. This is subject to subsequent approval of expenditure under Financial Procedure Rule 7.4.
- 3) Note that £150,000 of district CIL, which was previously allocated to the delivery of KGV park plan, is no longer required, so has been released back to the fund for future allocation.
- 4) Delegate authority to the Corporate Head of Economy and Community to approve grant payments (in instalments where appropriate) based on evidence of spend provided by the applicant.
- 5) Delegate authority to the Service Lead Legal to enter into the grant funding agreements in accordance with the council's funding criteria.

IMPLICATIONS:1. COUNCIL PLAN OUTCOME

- 1.1 Community groups and organisations seeking to provide new or improved infrastructure in their local communities can bid each year for Community Infrastructure Levy (CIL) funding to help deliver their projects. The ability to facilitate this local investment directly supports our vision, as stated in the Council Plan, that we will make a real difference to the lives of our residents, the strength of our business and the quality of our environment. The infrastructure projects that are recommended for funding in this round contribute to the Council Plan priorities in the following ways.
- 1.2 Healthy Communities
- 1.3 The creation of new and improved pedestrian routes promotes active travel and gives residents easier access to local amenities and community facilities. The improved path at the well-used informal recreation open space will increase year-round accessibility and extend the range of users. This will help to increase participation in physical activity for all ages and abilities, including active travel and will ensure there is strong community infrastructure across the district.
- 1.4 Listening and Learning
- 1.5 Applicants for CIL funding must demonstrate that the proposed scheme has been subject to some local consultation and has received public support and local views have been considered in the project design. This also needs to include all ward members.

2. FINANCIAL IMPLICATIONSCapital implications

- 2.1 At the end of March 2025, the council had collected over £25,936,868 of CIL receipts since adopting CIL in April 2014. Deductions are made for regulatory allocations of up to 5% of the CIL collected to administer the fund and 15% of CIL collected to the parish council for the area (rising to 25% where a parish council has an adopted neighbourhood plan). A sum of just over £1.5m was paid to Hampshire County Council (HCC) in 2018 to deliver transport infrastructure works, meaning the total retained by the council for allocation since the scheme began was £19,097,827.
- 2.2 The total amount of CIL funding currently held by the council as of 31 March 2025 was £12,563,188, of which £9,074,196 has been allocated to projects. The total remaining for allocation as of 31 March 2025 was therefore £3,488,992, split into three funds as described in section 12.5, with the financial details of each fund summarised in appendix 2.

- 2.3 The recommendations contained in this report would leave the fund remaining for allocation as follows from a total for these two funds of:

<b>Fund</b>	<b>Grant allocations</b>	<b>Provisional CIL Remaining</b>
Transport & active travel projects	£282,000 for the provision of a footway adjacent to Andover Road Micheldever linking the railway station to the existing over bridge  £36,393 for the upgrade of the existing pedestrian crossing at Friarsgate, Winchester to accommodate cyclists	£1,938,767
District / strategic projects	£153,000 for the provision of a perimeter footpath at River Park recreation ground	£672,740
Health / community projects	N/A	£556,092
<b>Total</b>		<b>£3,167,599</b>

- 2.4 CIL receipts have continued to be collected during the early part of 2025/26 but are not reconciled until the end of the financial year. These are reflected in appendix 2 to give a truer representation of the funds that will remain for allocation through 2025 and beyond, which currently total a combined £3,369,177.

- 2.5 A budget of £36,393 will need to be added to the Capital Programme for 2025/26 to fund the Toucan crossing at Friarsgate. Other expenditure will be incurred in 2026/27.

#### Revenue implications

- 2.6 The revenue implications associated with capital grants to HCC will need to be identified and conditions added to any grant agreement so that, where appropriate, these will be met by HCC.
- 2.7 The revenue implications associated with the River Park perimeter path will need to be clearly understood and included in the project details for scheme approval under the council's normal project governance arrangements and permission to incur expenditure.
- 2.8 An audit of the Developers Contributions (CIL collection and accounting) was undertaken by Southern Internal Audit Partnership in April 2025. It gave a limited assurance and in response a number of management actions were agreed. The most pressing of these have already been completed and other improvements will be implemented throughout this year.

### 3. LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Community Infrastructure Levy (Amendment) (England) (No.2) Regulations 2019 allow charging authorities to collect funding from qualifying developments in their area, which must be used to support or mitigate the effects of development. It can be used flexibly to fund any infrastructure as defined within the regulations.
- 3.2 To ensure transparency and accountability, a mechanism to identify and prioritise schemes on which spending is required to support development in the district was agreed by Cabinet in June 2016 (CAB2807). This spending protocol was updated in September 2018 (CAB3071) and again in March 2021(CAB3292) to reflect the updated CIL Regulations and Government guidance. A further review of CIL was conducted in 2023, which resulted in a recommendation to ring-fence the district CIL into 3 distinct funds to reflect the priorities of the Council Plan,
- 3.3 Approved council-led schemes will be procured in accordance with the council's Contract Procedure Rules and the Procurement Act 2023 (PA23) with guidance from Procurement, Finance and Legal as required.
- 3.4 The CIL funding which is allocated to Hampshire County Council constitutes a capital grant and as such is not subject to the council's Contract Procedure Rules or PA23.

### 4. WORKFORCE IMPLICATIONS

- 4.1 The collection and Implementation of CIL receipts is funded using the 5% of CIL which can be used for administration of the scheme under the CIL Regulations. Two posts are currently funded through the CIL administration provision, with the CIL Officer identifying CIL liability and collection of funds and the CIL Implementation Officer monitoring the CIL project programme and the bidding process, liaising with Members regarding funding priorities and updating the annual Infrastructure Funding Statement. Other officers who spend significant time working on CIL can recharge the Levy for their time.
- 4.2 The 5% can only be applied for one financial year, with any surplus retained to fund infrastructure. However, if CIL receipts are low in any particular year and 5% is insufficient to cover the administration costs, this shortfall has to be met from the General Fund.

### 5. PROPERTY AND ASSET IMPLICATIONS

- 5.1 None directly from this report.

### 6. CONSULTATION AND COMMUNICATION

- 6.1 The CIL process was reviewed following a cross-party working group workshop in January 2023. A key part of the work was to ensure that the priorities of the Council Plan and the supporting strategies were being

reflected in the assessment of the bids for CIL funding and subsequent grant allocations. Subsequent changes to the spending protocol were agreed by Cabinet in July 2023 (CAB3385 refers)

- 6.2 Bidders are required to seek the support of elected members for a ward or parish area and to include confirmation of this in their bid. They are also required to confirm whether there has been wider public consultation for a particular project, which helps to gauge the support and wider benefits of the project when assessing the bids for funding.
- 6.3 The three bids reflected in this report were considered by the CIL Informal Panel in a meeting held on 11 August 2025, attended by three Cabinet Members and two directors. The panel discussed the officer assessment of each application, the sums recommended and the impact of the recommendations on overall CIL fund.

## 7. ENVIRONMENTAL CONSIDERATIONS

- 7.1 The CIL criteria associated with the bidding process align with the priorities of the Council Plan, particularly in relation to carbon reduction and tackling climate change. Projects which can demonstrate a beneficial impact on the reduction of carbon emissions, a mitigating impact on the effects of climate change or improved energy efficiency are favourably considered within the process of CIL allocation.

## 8. PUBLIC SECTOR EQUALITY DUTY

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

## 9. DATA PROTECTION IMPACT ASSESSMENT

- 9.1 The information supplied by the applicants can sometimes contain personal information, but the application forms are not publicly available, and all information is deleted/destroyed in accordance with the council's document retention schedule.

10. RISK MANAGEMENT

Risk	Mitigation	Opportunities
<p><u>Financial Exposure</u> Schemes allocated CIL funding are not complete or exceed the amount requested.</p> <p>Provision of ongoing revenue budget is not made to maintain new infrastructure.</p>	<p>A fixed amount of CIL is allocated and is not paid until the scheme is complete or substantially complete.</p> <p>CIL grant agreements will include the right for the council to withdraw a funding offer for projects that fail to be delivered in the time agreed for the completion of the project.</p> <p>All council schemes must account for impact to revenue within the business case for project approval.</p> <p>Grant Agreements to external third parties include the conditions or clauses that protect the council against future revenue cost associated with the new infrastructure.</p>	<p>The assessment criteria incentivise applicants to lever in funding from other sources.</p>
<p><u>Exposure to challenge</u> The schemes prioritised for CIL funding do not provide the infrastructure required to support development or do not meet the CIL Regulations or Government Guidelines.</p>	<p>Projects are assessed against set criteria that reflect CIL Regulations and Government Guidelines and scored against a scoring matrix.</p> <p>Larger council led schemes will require a business case to be agreed by Cabinet to proceed with a bid for CIL funding.</p>	

Risk	Mitigation	Opportunities
	Legal advice is sought if required.	
<u>Reputation</u> Failure to deliver appropriate schemes using CIL income.	The deliverability of the schemes proposed is scrutinised when assessing the bids received.  The CIL programme is regularly reviewed to monitor the progress of the schemes which are allocated funding.	Positive enhancement of reputation through the support of successful schemes.
<u>Achievement of outcome</u> Projects to be funded with CIL are not delivered.	The deliverability of schemes is scrutinised when assessing the bids received.  The CIL programme is monitored to review the progress of schemes allocated funding.	Funding offer can be withdrawn and reallocated if a scheme has not been delivered within a reasonable timescale.
<u>Property</u> There may be insufficient funding available to ensure that council owned assets have the capacity to cope with the increased pressure from new developments.	Pipeline of projects is monitored to help understanding of likely demand for CIL funding in the future.	
<u>Community Support</u> The community do not support the schemes that are allocated funding.	Funding is allocated for community and sports facilities in areas which have been impacted by significant development and for which wider impact can be achieved, so both new and existing residents can benefit.	



Risk	Mitigation	Opportunities
	Bidding process prioritises projects with evidence of support from ward members and local community.	
<u>Timescales</u> Projects are not delivered within a reasonable timescale.	The deliverability of schemes is scrutinised when assessing the bids received.  The CIL programme is monitored to review the progress of schemes allocated funding.	
<u>Project capacity</u> Lack of resources could hinder the use of CIL funds to support to support infrastructure projects.	CIL Regulations allow up to 5% of the CIL collected to be used to support the administration of CIL.	

## 11. FUNDING BIDS

### Transport / Active Travel Bids

- 11.1 Friarsgate Winchester. Upgrade of existing pedestrian crossing to a Toucan crossing. CIL bid £36,393. The CIL Informal Panel supported the allocation of CIL funding for this project.

#### a) Project summary

The provision of a toucan crossing on Friarsgate will form part of a cycle route between Kings Barton and the city centre via Abbotts Barton, River Park Recreation Ground and the Broadway and will replace the existing pedestrian crossing. It forms part of one of the primary cycle routes included in the Local Cycling and Walking Implementation Plan (LCWIP) for the city, which is a vital element of the Winchester Movement Strategy and seeks to encourage more cycling around the city centre by creating better connections to destinations from the outskirts of the town. There are plans to permit cycling along Middle Brook Street and Silver Hill, and the proposed toucan crossing would allow an unimpeded journey, with no

requirement for cyclists to dismount at the crossing, as is currently required.

- b) As part of the scheme the street furniture will also be relocated, including the benches, bins and signage to create more room for pedestrians and cyclists to mix in a shared use space, and the cycle stands will be renewed. The upgrade of the crossing to enhance the cycle link complements the plans for Central Winchester Regeneration and allows cyclists to avoid the one-way system through the city by providing a safer, quieter route. A plan of the proposal is shown at appendix 3.
- c) This scheme forms part of an important cycling route and would deliver an upgrade at relatively low cost, so is recommended for support.

11.2 Micheldever Station. Provision of a footway adjacent to Andover Road. CIL bid £360,000. The Panel supported an allocation of £282,000 of CIL funding toward the project.

a) Project summary

The proposal to provide a footway on Andover Road, Micheldever Station has been developed by Havant Borough Council on behalf of Hampshire County Council. The proposed footpath would link the existing footpath south of Micheldever Tyres to the railway overbridge that connects the east and west side of Micheldever Station village, which is separated by the railway line.

- b) The bid for £360,000 would provide a footway approximately 225m in length, taking land currently within the curtilage of the property called Station Cottage. The property owner has given their consent to this proposal. A maximum footway width of 1.5m would be provided for most of the length of the new link, However the relocation of the equipment relating to the existing traffic light system for the bridge (which allows alternate traffic movements across the railway bridge) would require a narrower footway to a minimum of 1.1m for a short distance. A plan of the proposal is shown at appendix 4.
- c) A separate bid for funding for Micheldever Station footway was made by Hampshire County Council to South West Trains for £50,000. This bid for funding has not been successful.
- d) The Panel members considered the merits of the scheme and recognised that there was an opportunity to provide a footway because the landowner has agreed to make the land available. If the project was not supported now, the land may not be available if there was a change of ownership of the property. This therefore meant that the scheme needed to be expedited as soon as possible.

- e) Panel members supported a CIL grant offer of £282,000 which is circa 75% of the bid amount. The grant offer should include the following conditions; that the project must commence within one year of the award to ensure that the required land would still be available and to minimise risk that the costs rise further; and that the maintenance of the footway will be the responsibility of the county council.
- 11.3 An application was received from HCC for £300,000 towards the cost of a pedestrian crossing on the High Street at Twyford. However, Twyford falls within South Downs National Park and a bid has also been made to the SDNPA for CIL funding of £300,000, which will be determined by them in September. The Panel supported holding the application to WCC until the outcome of the SDNPA application is known, and alternative options for providing pedestrian facilities are explored and information provided.
- 11.4 WCC Bid
- 11.5 River Park Recreation Ground, Winchester – Perimeter footpath. CIL bid £153,000. The Panel supported the allocation of this funding.
- a) Project Summary
 

This project would deliver a surfaced footpath around the perimeter of River Park Recreation Ground providing a more suitable all-weather surface for walkers, runners and those with mobility issues and pushchairs to access the site all year round. A plan of the proposal is shown at appendix 5.
  - b) River Park is a well-used facility for sport and recreation, as well as annual events such as the Cheese and Chilli Festival. It is also a through route from Hyde and Abbots Barton to the city centre for pedestrians and cyclists. The grassy perimeter is used regularly by walkers and dog walkers, including for access to Winnall Moors, and is also used twice a week by running groups. The constant use has worn the grass bare in places and during the winter it becomes wet and muddy, making it inaccessible to those with mobility issues.
  - c) The proposed path would prevent erosion of the grass and provide a more accessible surface all year round and be of benefit to many users of the park. This scheme was identified as one of ten key projects in the River Park Park Plan, approved in 2022.
  - d) The Panel considered the proposal and highlighted that the surface treatment needs to be clarified and approved. This needs to be included in the business case for project approval which will also include future revenue implications. The Panel supported the allocation of CIL funds to enable the proposal to proceed.

Previous funding allocations no longer required

- 11.6 A district CIL allocation of £150,000 was made in 2022 for delivery of improvements to KGV recreation ground in Winchester. This will not now be spent because the new pavilion at KGV required the sports pitches to be reconfigured, which reduced the space available to accommodate a perimeter path and made the project impossible to deliver. Therefore, this offer will be withdrawn allowing the funds to be reallocated to other projects.

12. SUPPORTING INFORMATION

- 12.1 CIL is a mechanism available for local authorities to raise money from qualifying development to fund the provision of new or improved infrastructure required to support or mitigate the impact of new development on existing communities. It is not intended to be used to remedy existing deficiencies unless made more severe by new development. It can be used to fund a wide range of infrastructure including health and social care facilities, flood defences, transport schemes, educational improvements, cultural and sports facilities and parks and open spaces.
- 12.2 The city council adopted CIL in April 2014 and is the charging authority for the part of the district for which it is the local planning authority. The South Downs National Park Authority is the local planning authority for the part of the Winchester district that falls within the National Park area and administers its own charging and spending.
- 12.3 The city council introduced a community bidding scheme in September 2018, which allows community groups and parish councils to bid for CIL funding for specific projects in both the district and town area. Community bids are invited and considered once a year. However, bids are also considered from Hampshire County Council as a major infrastructure provider, and internal bids from different teams within the city council, as all are considered and assessed using the same protocol to ensure spending decisions are fair and transparent.
- 12.4 In July 2023 Cabinet decided to split the district CIL fund retained by the city council into three different ring-fenced funds to reflect the priorities of the Council Plan. The three ring-fenced funds are.
- 60% to support WCC led projects
  - 30% to support active travel and transport projects
  - 10% to support community led and health projects (from bids submitted yearly)
- 12.5 The 30% ring-fenced fund to support active travel and transport projects was agreed by Cabinet to support the delivery of engineering schemes identified in the adopted Winchester Movement Strategy, and the Local Cycling and Walking Infrastructure Plan (LCWIP) for both the town and the district area.

The proposed toucan crossing on Friarsgate will form part of a cycle route between Kings Barton and the city centre via Abbotts Barton, River Park Recreation Ground and the Broadway. It forms on one of the primary cycle routes included in the LCWIP for the city, which is a vital element of the Winchester Movement Strategy that seeks to encourage more cycling around the city centre by creating better connections to destinations from the outskirts of the town. Funding this project will directly support the priority of the Council Plan to encourage active travel.

- 12.6 The 60% ring-fenced fund to support WCC led projects has been depleted due to commitments made to support Central Winchester Regeneration. However, the previous bid of £150k to provide a perimeter path as part of the KGV Park plan has not been required (see 11.5). Therefore, any allocation for the River Park Recreation Ground perimeter path would be balanced by the return of the KGV allocation. This project would support the Council Plan priority of encouraging healthy activity and living well.

### 13. OTHER OPTIONS CONSIDERED AND REJECTED

- 13.1 All options were considered for the allocation of grant funds to applicants, ranging from the full amount requested through to no award at all. The applications were assessed against the approved scheme criteria and the recommendations represent the best balance of maximising support for projects while retaining a sufficient level of resilience in case of a reduction in CIL collected in future years.

### BACKGROUND DOCUMENTS:

#### Previous Committee Reports:

CAB3484 - Central Winchester Regeneration; Development Delivery Plan – 13th March 2025

CAB3498 - Community Infrastructure Levy (CIL) Funding Allocations for 2024 Bids – 13th March 2025

CAB3385 - Community Infrastructure Levy – 18<sup>th</sup> July 2023

CAB3292 - Community Infrastructure Levy Future Funding Priorities and Monitoring Update – 10<sup>th</sup> March 2021

CAB3071 - Community Infrastructure Levy Operational Review - 19<sup>th</sup> September 2018

CAB2807 - Community Infrastructure Levy (CIL) Spending Protocol – 8<sup>th</sup> June 2016

#### Other Background Documents:

[Infrastructure Funding Statement \(2024\) for Winchester City Council](#)

[River Park Park Plan](#)

APPENDICES:

Appendix 1 – Equality impact assessment

Appendix 2 – Financial Summary

Appendix 3 – Scheme plan: Friarsgate Winchester

Appendix 4 – Scheme plan: Micheldever Station

Appendix 5 – Scheme plan: River Park recreation ground, Winchester