

REPORT TITLE: COMMENTS FOLLOWING CONSULTATION OF THE
COMMUNITY GOVERNANCE REVIEW - WEST OF WATERLOOVILLE MAJOR
DEVELOPMENT AREA

21 FEBRUARY 2018

REPORT OF PORTFOLIO HOLDER: Cllr Stephen Godfrey – Portfolio Holder for
Professional Services

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WARD(S): DENMEAD AND SOUTHWICK & WICKHAM

PURPOSE

The purpose of this report is to report progress on the ongoing Community Governance Review (CGR) in respect of the West of Waterlooville Major Development Area (MDA).

RECOMMENDATIONS:

1. That the feedback from the recent consultation for the Community Governance Review be welcomed and used to inform draft proposals to establish a new Parish Council for the West of Waterlooville Major Development Area. This will be incorporated into a further stage of consultation on specific proposals

IMPLICATIONS:1 COUNCIL STRATEGY OUTCOME

1.1 The establishment of a successful community at West of Waterlooville is a priority for both Havant Borough Council and Winchester City Council.

2 FINANCIAL IMPLICATIONS

2.1 None – other than the cost of employee resource – see below.

3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 This process is being progressed in accordance with the terms of reference agreed by this Committee on 30 November 2017 – LR502 refers.

4 WORKFORCE IMPLICATIONS

4.1 The review is being undertaken by the City Council as the principal council and staff time and resource must be dedicated to ensure an Order is made within the prescribed period.

5 PROPERTY AND ASSET IMPLICATIONS

5.1 None.

6 CONSULTATION AND COMMUNICATION

6.1 The Portfolio Holder, signatories to the petition and other key democratic representatives are engaged in the process to undertake this CGR and the recent consultation.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 There are no environmental considerations arising from the report.

8 EQUALITY IMPACT ASSESSMENT

8.1 There are no equalities issues arising from the report.

9 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<i>Property None</i>		
<i>Community Support If not completed within the timescales and/or if the consultation is not inclusive the City Council could be considered to</i>	Ensure resource and critical deadlines – as per timetable in the terms of reference – are adhered to.	To enhance the reputation of the City Council with the residents forming part of the MDA.

<i>have not supported the local community in response to their petition.</i>		
<i>Timescales 7 months of the 12 month deadline has past. Work must continue to complete work within statutory deadline. Beyond the deadline there is a risk of legal challenge.</i>	Amended but realistic timetables set within the terms of reference to complete work within the required timescales.	None
<i>Project capacity None</i>		
<i>Financial / VfM None</i>		
<i>Legal Possible risk of challenge due to the overwhelming will of local residents and local interest</i>	Ensure statutory and DCLG guidance adhered to. Good, transparent decision making avoiding the use of exempt papers.	
<i>Innovation None</i>		
<i>Reputation As already set out – a well completed CGR could overall enhance the reputation of the City Council</i>		As stated.
<i>Other None</i>		

10 SUPPORTING INFORMATION:

- 10.1 On 30 November 2017, this committee considered the implications of a petition requesting a Community Governance Review to change the current parish council arrangements in Denmead and Southwick & Widley to better serve the new housing area at West of Waterlooville. It was formally resolved to conduct this review in accordance with our role as the 'principal council' and a draft Terms of Reference as required by the Local Government and Public Involvement Health Act 2007 (LGPIH Act). Report LR502 refers.
- 10.2 As a first stage of the process, arrangements were made to formally publicise our intent to commence the Community Governance Review process and organise a first phase of public consultation. For this, we proposed four possible outcomes for future parish governance arrangements, specifically;
- **Option 1:** The existing situation to remain unchanged with the West of Waterlooville MDA being covered by the two existing Parish Councils

- **Option 2:** The West of Waterlooville MDA is removed from both existing Parish Councils and a new separate Parish Council be created for West of Waterlooville MDA.
- **Option 3:** Parts of the West of Waterlooville MDA are removed from Denmead Parish Council and are amalgamated with Southwick and Widley Parish Council.
- **Option 4:** Parts of the West of Waterlooville MDA are removed from Southwick and Widley Parish Council and are amalgamated with Denmead Parish Council.

10.3 A revised Terms of Reference document was produced (see Appendix) and a questionnaire and supporting information was prepared in accordance with this. The questionnaire was circulated by post to all households in the Denmead and Southwick & Widley Parish Council areas. In accordance with Sections 79 and 93 of the LGPIHA, all relevant statutory bodies and their local members were informed and publicity was distributed by printed and social media. Information about the consultation and the questionnaire was published on the City Council's website including the Citizenspace consultation portal. Two information events were also held in the affected area so local people may ask questions in person. These were attended by representatives from the parish councils who gave their perspective on the options. Leaflets and posters were also displayed at the Waterlooville Community Centre and Waterlooville Library.

10.4 The level of engagement from the consultation can be summarised as follows.

4065 questionnaires were sent out to households in the two parishes.

25 people visited the consultation events, which were also attended by representatives of the two parish councils.

We received 604 responses.

321 responses were received by the postal questionnaire

283 responses were received via Citizenspace

10.5 The level of support for each of the proposed governance options was as follows.

Options	Online	Postal	Total	% of responses
1. No change	22	30	52	8.6%
2. New Council formed	207	241	448	74.2%

3. Move MDA into Southwick & Widley PC	45	37	82	13.6%
4. Move MDA into Denmead PC	9	13	22	3.6%

Support for Option 2 was also received from Denmead Parish Council, Southwick & Widley Parish Council and the West of Waterlooville Advisory Group.

There have been no observations from Hampshire County Council, Havant Borough Council, South Downs National Park or the Local Government Boundary Commission for England.

- 10.6 Overall, 185 of the responses included a supplementary comment to support their choice although many did not relate to the topic in hand and instead remarked on matters relating to the current parish councils or / and local development or transport issues. These will be passed to the local members, parish councils and the planning teams for their observations.
- 10.7 The principal supporting reasons for the public's preferences for Option 2 were as follows.
- The new development area is seen as distinct from the settlements in the two existing parishes and it should be able to focus on and better prioritise its local needs through its own council.
 - The new development would dominate an extended Southwick & Widley PC and its more urban needs would put an unwanted and irrelevant administrative and financial burden on the existing communities in its current largely rural area.
 - The new development would compete for attention in an extended Denmead. There was little support and some antipathy to generate any synergy to develop shared community facilities.
- 10.8 Principal reasons for supporting the other other options related to;
- Local democracy would not be enhanced by having another council and would lead to extra administrative costs.
 - The MDA offered opportunities to enhance the receipts of the two current councils.
 - Inclusion of the whole of the MDA in the Southwick & Widley Council would allow it to become larger and hence improve its viability.

10.9 In considering the way forward and devising draft recommendations, Section 93 of the LGPIH Act requires this Council ensure that future proposals for the community governance within the area will be;

- 1) Reflective of the identities and interests of the community cohesion;
- 2) Effective and convenient; and
- 3) The size, population and boundaries of a local community or parish.

10.10 In respect of having a sufficient population to be effective it would mean that the number of electors for each of the councils from 2019 would be approximately;

- 'West of Waterlooville' 850 initially, rising to c.4000
- Denmead c. 5500
- Southwick & Widley c. 550

Southwick & Widley would revert to becoming a smaller area again. Although these numbers are low, they are not exceptional.

10.11 In light of the feedback, it is recommended that this Council proceeds to publish draft proposals to establish a new parish council for the West of Waterlooville Major Development Area. This would accord with the wishes of the original petitioners and the majority of local electors who responded to the consultation. The next stage in the formulation of a new council is therefore to formally publish a draft recommendation that a new parish be formed from parts of the existing Denmead and Southwick & Widley parish council areas. It is believed that this would accord with the requirements of the LG&PIHA 2007 to allow;

- a better arrangement of 'cohesive and sustainable communities' to be formed;
- a distinctive and recognisable community of place with its own sense of identity; and
- effective and convenient local government, viability and the ability to deliver services.

It is proposed that draft arrangements should indicate that the new council's boundary will broadly cover the area defined as the West of Waterlooville Major Development Area although there will be some variations to ensure a contiguous area with no islands or 'no-mans land' being created.

10.12 It is therefore proposed we proceed to a next stage of public consultation on a draft recommendation for a new parish council seeking views on;

- its style (a parish, town, neighbourhood or community council);
- its name, in recognition of its geographic area of representation; and
- its precise boundary with regard to explicit changes this will also make to the two existing parishes. An initial boundary suggestion is shown in Appendix 3.

This consultation will be conducted in a similar manner to the recent process, engaging the same electoral areas and local bodies.

10.13 Following the consideration of submissions received, this committee should expect to consider and approve Final Recommendations in June with a view to approving a Reorganisation Order in accordance with the LGPIH Act at the following meeting of the Full Council. This Order may also include any consequential matters relating to parish assets, precepts, a shadow council prior to elections and electoral arrangements.

11 OTHER OPTIONS CONSIDERED AND REJECTED

11.1 None. This report is as a result of a CGR petition requesting a change which has been found to have wide public support.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:- None – the last Community Governance Review undertaken by WCC was in 2003.

Other Background Documents:-

Guidance on Community Governance Reviews – March 2010

APPENDICES:

Draft Terms of Reference

Summary of Consultation

Map showing draft boundary for new parish council area



Community Governance Review

West of Waterloo
Major Development Area

Local Government and Public Involvement
in Health Act 2007

Terms of Reference

Community Governance Review

West of Waterlooville Major Development Area

Local Government and Public Involvement in Health Act 2007

Terms of Reference

1.1 Aim of Review

This review will ascertain whether governance for the residents of the West of Waterlooville Major Development Area, within the Winchester City Council boundary, would be best served by a new parish council or the existing parishes.

1.2 Why undertake a Community Governance Review?

A petition has been received by Winchester City Council prepared by the parish councillors who are members of the West of Waterlooville Advisory Group, on behalf of the residents of the new development area. The petition, which contains 204 signatures, requests a "Community Governance Review to examining the potential to form a new parish in the Major Development Area currently known as West of Waterlooville". Through the meeting of its Licensing and Regulatory Committee on 8 December 2017, Winchester City Council has resolved to undertake a Community Governance Review pursuant to Part 4 of the Local Government and Public Involvement in Health Act 2007.

A Community Governance Review provides an opportunity to make recommendations with regards to establishing, aggregating, amalgamating or separating parishes. It can also determine the name and style of the new parish and appropriate electoral arrangements.

1.3 Scope of the Review

The review will specifically consider the parish governance arrangements of residents living within the area of the West of Waterlooville Major Development Area (MDA). As well as the district of Winchester City Council, the area in question also lies within the parishes of Denmead and Southwick & Widley.

Some adjacent areas of the MDA fall within the district of Havant Borough Council. As the Havant area does not have parish councils, the adjacent area is not included in this review. Residents living outside a parish but within three miles of a boundary are able to participate, although not vote, in local parish council activities. For this reason, residents within three miles of the affected parish boundaries will be welcome to engage in the consultation.

1.4 Who will undertake the Community Governance Review?

Winchester City Council is responsible for undertaking a Community Governance Review within its electoral area. The City Council is responsible for overseeing this process and officers will produce draft and final recommendations for consideration by the Licensing and Regulation Committee before any Order is made. The final Order will be a decision of the Full Council.

1.5 How long will the Community Governance Review take?

If an order is made, this will be done in June 2018. There are various steps and consultation exercises to be undertaken before then. These are outlined in the timetable below.

1.6 Timetable for the review

Stage	What happens?	Timescales	Indicative dates
Commencement	A Community Governance Petition is received		June 2017
Preparation	The petition is validated; desk research and information gathering; delegations and authorities identified and Terms of Reference for the review are prepared and published. Website Ready.	5 months	July – December 2017
Stage One	Initial submissions are invited	3 weeks	January 2018
Stage Two	Consideration of submissions received – Draft recommendations are prepared.	1 month	February 2018
Stage Three	Draft recommendations, and the reasons for them, informing those with an interest for further consultation are published.	6 weeks	March 2018
Stage Four	Consideration of submissions received – Final recommendations are prepared.	2 months	April – May 2018
Conclusion	Final recommendations are published – concluding the review		June 2018
Resolution	Council resolves to make a Reorganisation Order to put into effect any changes.		Next available Council Meeting

1.7 How will the review be conducted?

The review will be conducted in accordance with the duties outlined in the Local Government and Public Involvement in Health Act 2007 and related guidance published by the Department for Communities and Local Government in March 2010.

In accordance with Section 79 of the 2007 Act, the City Council will notify Hampshire County Council that a Community Governance Review will be undertaken.

In accordance with Section 93 of the 2007 Act, the City Council will also consult with local government electors for the area under review; and any other person or body which appears to have an interest in the review. The bodies include:

- Havant Borough Council (which includes adjacent parts of the new development area)
- Denmead Parish Council
- Southwick & Widley Parish Council

- Hampshire Association of Local Councils
- The Local Government Boundary Commission for England.
- South Downs National Park Authority (covers a small area within Denmead parish)

The consultation will also involve other relevant persons, including political parties and local community interest groups. The City Council will publish these Terms of Reference, any proposals made as a result of the review and any recommendations on its website.

The City Council will have regard to the need to secure that any community governance for the area under review reflects the identities and interests of the local community in that area and that it is effective and convenient. Relevant considerations will include the impact on community cohesion and the size, population and boundaries of the proposed area.

1.8 Options for Consideration

The City Council has prepared four possible outcomes to be put forward for consultation:

- **Option 1:** Position to remain unchanged with the West of Waterlooville MDA being covered by two existing Parish Councils
- **Option 2:** West of Waterlooville MDA be removed from both existing Parish Councils and a new separate Parish Council be created for West of Waterlooville MDA.
- **Option 3:** West of Waterlooville MDA be removed from Denmead Parish Council and amalgamated with Southwick and Widley Parish Council.
- **Option 4:** West of Waterlooville MDA be removed from Southwick and Widley Parish Council and amalgamated with Denmead Parish Council.

1.9 The Conclusions for the Review

Following the conclusion of the review, if a new Parish or other Council is to be created, or if there is an amalgamation, this will be done by way of a Reorganisation Order. A Reorganisation Order can be made at any time. The order should take effect on 1 April following the date on which it is made. In this case, if a Reorganisation Order is made in June 2018, it will come into effect on 1 April 2019.

1.10 Contact

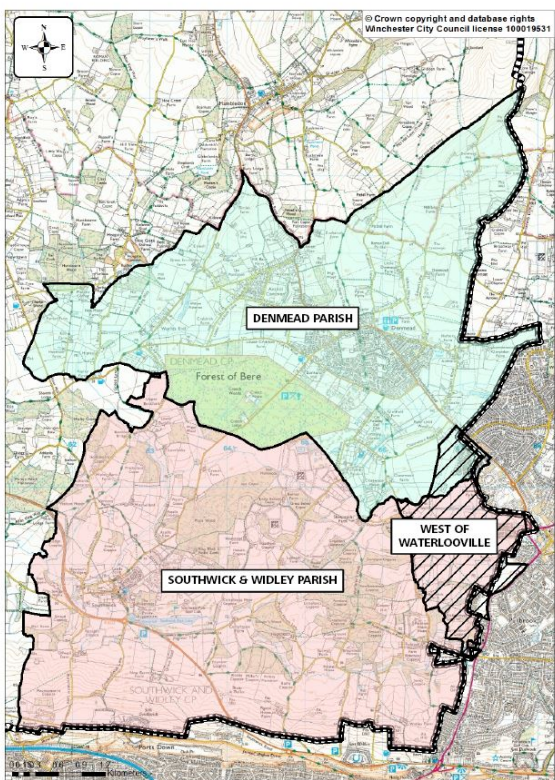
Any queries in respect of this review process should be directed to Winchester City Council. Please contact via communitygovernancereview@winchester.gov.uk.

Plans of the four options

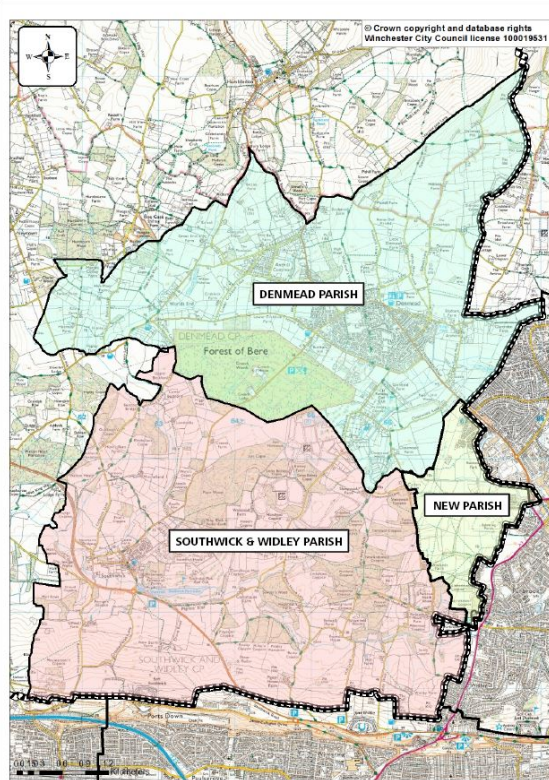
Legend

-  West of Waterlooville
-  New Parish
-  Denmead Parish
-  Southwick and Widley Parish
-  Winchester City Council Boundary

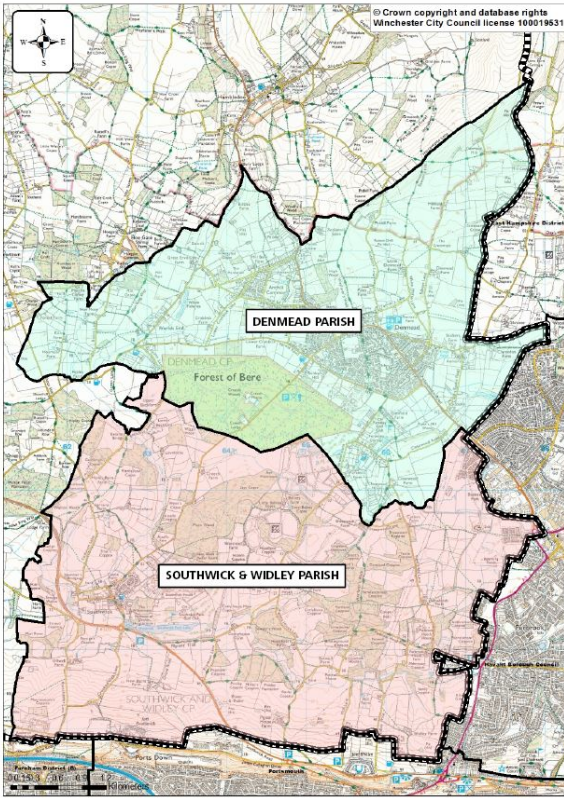
Option 1



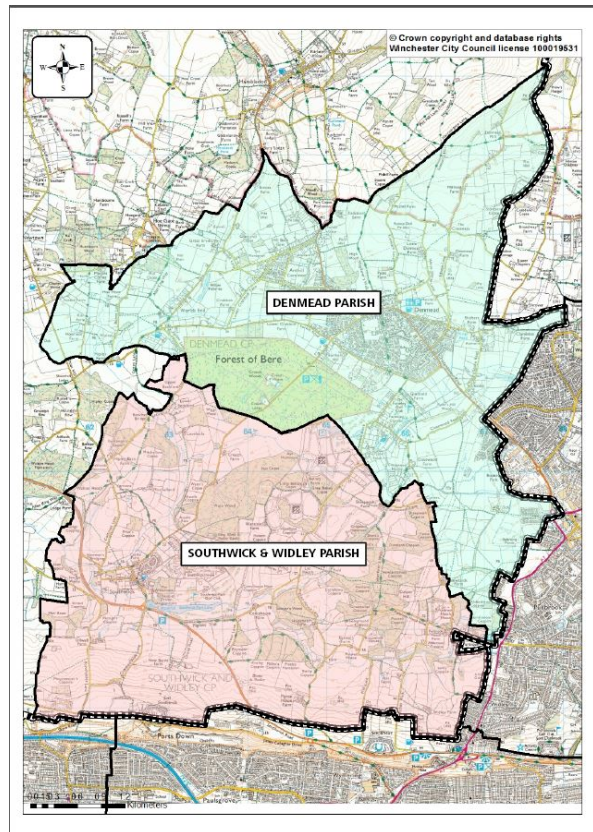
Option 2



Option 3



Option 4



City Offices, Colebrook Street, Winchester, Hampshire, SO23 9LJ

January 2018

We Asked, You Said, We Did - Summary of Consultation

We Asked

Title of Consultation - Community Governance Review for West of Waterlooville

Purpose of Consultation - To consult with local people on options to change current parish council arrangements in Denmead and Southwick & Widley. This will aim to better serve the new housing the West of Waterlooville Major Development Area.

Scope and Methodology - This consultation was undertaken in line with the legal framework of Part 4 of the Local Government and Public Involvement in Health Act 2007. To best ensure the engagement of local residents, the options for change were presented in a information and questionnaire leaflet that was delivered to all households in the two parish council areas. Two information events were also held in two venues in the local area.

The consultation information and questionnaire were also published online on WCC's CitizenSpace portal. The consultation was open to the public from 18th January to 5th February 2018.

You said

Summary of Response

The consultation prompted 604 responses from members of the public (283 online, 321 by post / in person).

Options	Online	Other	Total	% of responses
1. No change	22	30	52	8.6%
2. New Council formed	207	241	448	74.2%
3. Move MDA into Southwick & Widley PC	45	37	82	13.6%
4. Move MDA into Denmead PC	9	13	22	3.6%

There were also responses supporting Option 2 from Denmead PC, Southwick & Widley PC and the West of Waterlooville Advisory Group. 25 people attended the consultation events.

We Did

Impact on future actions / decisions

In view of the overwhelmingly majority in favour of Option 2, the report to the Licensing and Regulatory Committee recommends this is developed into a draft proposal for a consultation in March 2018.

Appendix. Map showing draft boundary for new parish council area

