



Meeting	Health and Environment Policy Committee
Date and Time	Tuesday, 2nd December, 2025 at 6.30 pm.
Venue	Walton Suite, Guildhall Winchester and streamed live on YouTube at www.youtube.com/winchestercc

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

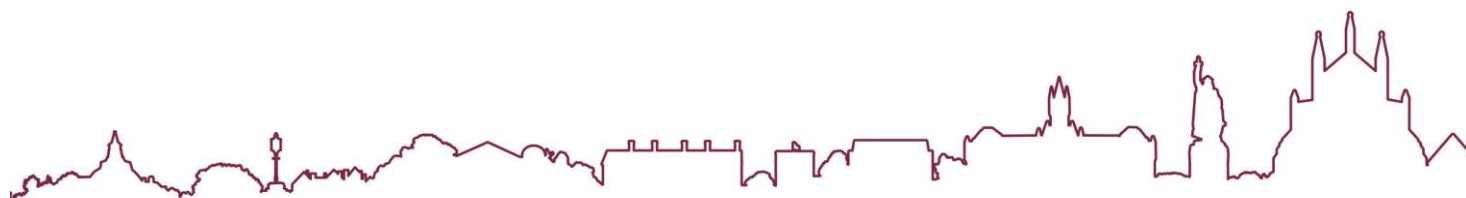
PROCEDURAL ITEMS

- 1. Apologies and Deputy Members**
To note the names of apologies given and deputy members who are attending the meeting in place of appointed members.
- 2. Declarations of Interest**
To receive any disclosure of interests from Councillors or Officers in matters to be discussed.

Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests (DPIs), other registerable interests (ORIs) and non-registerable interests (NRIs) in accordance with the Council's Code of Conduct.

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

- 3. Chairperson's Announcements**
- 4. Minutes** (Pages 5 - 12)
Minutes of the previous meeting held on 18 September 2025.



BUSINESS ITEMS

5. **Public Participation**

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

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 this Committee, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on Wednesday, 26 November 2025** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.

6. **Climate Adaptation - HEP045 and Presentation (45 minutes)** (Pages 13 - 44)

7. **Community Resilience Strategy - HEP044 (45 minutes)** (Pages 45 - 88)

8. **To note the Work Programme for 2025/26** (Pages 89 - 90)

Laura Taylor
Chief Executive

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24 November 2025

Agenda Contact: Claire Buchanan, Senior Democratic Services Officer
Tel: 01962 848 438 Email: cbuchanan@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*

MEMBERSHIP

Chairperson: Pett (Liberal Democrats) **Vice-Chairperson:** Brophy (Liberal Democrats)

Conservatives

Miller

Liberal Democrats

Bennett
Latham
Power
Westwood

Green

Lee

Conservatives

Horrell & Warwick

Deputy Members Liberal Democrats

Eve & Tippet-Cooper

Green

Bailey-Morgan & White

Quorum = 3 members

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 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

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VOTING

- apart from the Chairperson, every Member has one vote when a matter before the meeting requires a decision.
- in the event of an equality of votes, the Chairperson may exercise a casting vote and that vote may be exercised in any way seen fit.

- a Member may abstain from voting, or vote differently from how they may have indicated during the debate, without further explanation.
- the way each Member voted will not be recorded in the minutes, unless a motion to have a Recorded Vote has been passed.

HEALTH AND ENVIRONMENT POLICY COMMITTEE

Thursday, 18 September 2025

Attendance:

Councillors
Pett (Chairperson)

Brophy
Bennett
Latham

Latham
Lee
Miller

Apologies for Absence:

Councillors Power and Westwood

Deputy Members:

Councillor Eve (deputy for Councillor Westwood)

Others in attendance who addressed the meeting:

Councillor Cramoysan (Cabinet Member for Recycling and Public Protection)

[Full Video Recording](#)

1. **APOLOGIES AND DEPUTY MEMBERS**

Apologies were noted as above.

2. **DECLARATIONS OF INTEREST**

Councillor Lee made a personal statement that he was a Trustee of WinACC, should any discussion arise in this respect during the consideration of items.

Councillor Pett declared a disclosable pecuniary interest in respect of agenda item 8 (Nature Improvement Plan) due to being a member of the South Downs National Park Authority. However, as there was no material conflict of interest regarding this, he stated that he had a dispensation granted by the Monitoring Officer that enabled him to speak and vote on these matters.

3. **CHAIRPERSON'S ANNOUNCEMENTS**

There were no announcements made at this meeting.

4. **MINUTES**

The Chairperson reported that in respect of Item 8 (Nature Improvement Plan) reference was made to Ecosystems Services and enhancements for inclusion at section 2.27 of the Nature Improvement Plan. This had been accepted and acknowledged by officers.

RESOLVED:

That the minutes of the previous meetings held on the 3 July 2025 be approved and adopted.

5. **PUBLIC PARTICIPATION**

Ian Tait addressed the committee regarding item 6 and 7 and his comments are summarised under the relevant minute below.

6. **FUTURE OF WASTE PROJECT (PRESENTATION)**

Ian Tait addressed the committee, and a summary of his comments are set out below.

1. He expressed frustration at the limited availability for items that could be recycled, leading him to place items he considered recyclable into the general waste. He would utilise existing facilities at the Cattle Market, Winchester for other recyclable waste if this was available.
2. As a single person, he created little food waste and therefore questioned whether the new service was necessary in terms of recycling priorities. He produced more plastic and other types of waste than food.
3. He raised concerns regarding the anaerobic digestion plants, including the distances involved for farmers transporting of maize to the Three Maids Hill facility. Tractors transporting also negatively impacted air quality.
4. Regarding food waste produced by restaurants and other food outlets, he inquired whether the new service would be available to smaller food retailers.

The Cabinet Member for Recycling and Public Protection (Councillor Cramoysan) responded to the points raised including that the council, as a collections authority; continued to work closely with Hampshire County Council who was the disposal authority. Changes and improvements were proposed as to what waste was able to be collected for recycling and he reminded that it was a legislative requirement for arrangements to be in place for food waste collection by April 2026. The council was ahead of schedule, and rollout of the service had commenced.

The Corporate Head of Service: Place then gave a presentation and several questions were asked, including the following:

1. A question was asked regarding food waste bins and their durability and whether residents would be required to pay for replacements if bins were damaged, and was the contractor was responsible for its care when on the street.
2. What were the arrangements for commercial food waste collection for restaurants and retail establishments?
3. Clarification was sought on whether the carbon savings from the commercial service were factored into the council's life cycle costings related to greenhouse gas targets.
4. A question was asked regarding the anticipated participation rates for the food waste service, as evidenced by the experiences of other councils.
5. A question was asked regarding the response that should be given to residents who currently composted their food waste.
6. Would there be penalties for residents who chose not to participate in the scheme?
7. Would Key Performance Indicators (KPIs) be provided to show the number of kilograms of waste per household.
8. Clarification was sought on whether data analysis would allow the identification of routes performing better than others, enabling recycling officers to focus their efforts.
9. A question was asked regarding resources, either on the council website or elsewhere, that residents could be signposted to, to help them reduce needlessly wasting food.
10. An inquiry was made as to what would happen if people did not use bin liners, given the cost of living crisis and the requirement for residents to purchase them. What was the necessity of using compostable bags if the bags were extracted and incinerated later at the anaerobic digester?
11. Clarification was requested on whether the use of non-compostable bags meant that residual microplastics could end up on fields, within the fertiliser end product.

The Cabinet Member and the Corporate Head of Service: Place responded to the questions asked.

The Corporate Head of Service then gave a further presentation regarding 'Extended Producer Responsibility' (EPA) and several questions were asked, including the following:

1. A question was asked concerning whether there was any identified 'pushback' from the packaging industry against the new legislation and whether there was a risk of delays to implementation.
2. Clarification was sought regarding the potential financial implications for the council: whether increased success by packaging producers in achieving lower rates might lead to reduced income for the authority.
3. A question was asked concerning potential alignment issues with Hampshire waste recycling centres and whether messaging needed to be aligned across the authorities.
4. Clarification was sought on the risks and opportunities identified as packaging changes became more innovative. This included a specific query relating to multi-component packaging (such as a cardboard tray containing plastic film) and the risk of the public incorrectly placing such items in recycling.
5. A question was asked about the steps being taken to prepare for infrastructure changes (such as the Materials Recycling Facility (MRF) build) particularly as this coincided with local government reorganisation.
6. What was the future intent and timeline for electrifying the waste vehicle fleet, given that the current vehicles were running primarily on Hydrotreated Vegetable Oil (HVO).

The Cabinet Member and the Corporate Head of Service: Place responded to the questions asked.

In conclusion, the committee thanked officers and the Cabinet Member for an informative update.

RESOLVED:

That the presentation be received and the comments raised by the committee, as summarised above, be noted.

7. **AIR QUALITY STRATEGY (PRESENTATION)**

Ian Tait addressed the committee, and a summary of his comments are set out below.

1. He emphasised the importance of air quality for pedestrians and noted the strategy's commitment to delivering the Local Cycling and Walking Infrastructure Plan. He referred to his desired pedestrian improvements to the City Bridge, identifying it as a key route into Winchester.
2. The Council should show political leadership by making it difficult for car drivers to access Winchester city centre. It should promote an emphasis towards walking, cycling, and public transport and away from the private car.

3. He expressed concern regarding the low number of all-electric taxis (two).

The Cabinet Member for Recycling and Public Protection (Councillor Cramoysan) responded to the points raised. Regarding the City Bridge, there was currently no evidence of this being a poor air quality hotspot. He confirmed that the Council was lobbying and had recently signed off funding (CIL money) to help expand walking and cycling infrastructure in the city. The Council had limited direct leverage over bus companies and therefore the focus remained on encouraging changes to reduce traffic. Regarding all-electric taxis, Councillor Cramoysan detailed the challenges faced by taxi drivers and also reminded that installing chargers on ranks would only benefit Hackney Carriages, excluding Private Hire vehicles. The taxi licensing policy did, however, offer an incentive: electric vehicles and hybrids could be registered as taxis three years older than their petrol or diesel equivalents, helping offset costs. Councillor Cramoysan concluded by welcoming the opportunity for interested taxi drivers to meet with him and officers to discuss their challenges and concerns.

Following introduction by the Cabinet member, the Service Lead: Public Protection then gave a presentation on the Air Quality Strategy, and several questions were asked, including the following:

1. Further clarification was sought on whether the delay in the transport policy timeline was attributable to the county council's financial issues and what action could Winchester City Council take to influence.
2. A question was raised regarding how the loss of, or potential threat to, specific local bus services, would fit into the objective of increasing public transport use. An enquiry was made as to whether the council could look at providing funding to maintain specific bus services that served rural communities.
3. A question was asked regarding the rationale for revoking the existing Air Quality Management Area (AQMA) and why the AQMA was not being retained for a longer period, given that the council aimed to meet higher air quality standards than the current national baseline.
4. A question was asked regarding the possibility of integrating actions and awareness related to PM1s (short-lived climate particles and related issues such as bonfires) into the strategy.
5. A question was asked concerning how much credit the council could claim for air quality improvements based on local interventions, versus those improvements resulting from technological advancements, such as electric vehicles).
6. Further clarification was sought on whether the countywide study being undertaken by Hampshire County Council included analysis of the impact of external pollution sources, such as Southampton airport and docks.

7. A request was made to ensure that consideration was given to rural topographical issues, specifically temperature valley inversions, when developing plans for smoke control areas.
8. A question was asked whether the use of mobile air quality monitoring solutions was part of the plans being considered by the council.
9. An enquiry was made regarding how the communications challenge of conveying the positive agenda of cleaner air to the wider public was being incorporated into the strategy.

These were responded to by the Cabinet Member and the Service Lead: Public Protection.

The committee thanked officers and the Cabinet Member for an informative update.

RESOLVED:

That the presentation be received and the comments raised by the committee, as summarised above, be noted.

8. TO NOTE THE WORK PROGRAMME FOR 2025/26

The Strategic Director advised that the following additional items would be added to the committee's work programme. Their scheduling would be considered further in consultation with the Chairperson and the officer team.

1. Public Spaces Protection Orders and Enforcement of them
2. Street Scene Operational Delivery
3. Community Resilience and Wellbeing Strategy
4. Leisure Contract - VAT Treatment
5. Building a resilient Waste Service for the future

In addition, the Chairperson proposed two further areas each subject of a task and finish group and that he would discuss their scheduling and specific terms of reference with officers.

1. Identifying current barriers to increasing the availability and accessibility of Electric Vehicle Charging Points across the Winchester.
2. Developing practicable incentives, including indicative costs, for householders off mains drainage to modernise private sewerage systems to reduce the risk of the leaching of nutrients into the surrounding land and watercourses.

RESOLVED:

That the work programme for 2025/26 and items proposed for inclusion as detailed above be noted.

The meeting commenced at 6.30 pm and concluded at 9.20 pm

Chairperson

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REPORT TITLE: CLIMATE ADAPTATION

2 DECEMBER 2025

REPORT OF CABINET MEMBER: Councillor Kelsie Learney, Cabinet Member for the Climate and Nature Emergency

Contact Officer: Alex Eburne Tel: Ext 2284 Email: AEburne@winchester.gov.uk

WARD(S): ALL WARDS

PURPOSE

Tackling the climate emergency is the overarching priority for the council; the council has set an ambitious target of becoming a carbon neutral district by 2030. However, the Carbon Neutrality Action Plan (CNAP) does not address climate adaptation nor include any measures to prepare for current or future impacts of climate change across the district.

Climate adaptation is key to managing and reducing vulnerability to current and future impacts of climate change. The Sustainability team are currently developing a Climate Risk and Vulnerability Assessment (CRVA) which assesses the ways in which the council may be impacted by climate risks and hazards, as well as residents, communities, businesses, and infrastructure beyond the council's direct control.

The purpose of this report is to provide a progress update on the council's climate adaptation work and invite the HEP Committee to provide feedback to inform and shape the process of developing the CRVA.

RECOMMENDATIONS:

The HEP Committee are asked to provide feedback on the following areas which will help to inform and shape the Winchester district CRVA:

1. Which climate risks do you believe will have the greatest impact on the Winchester district?
2. Which council services do you believe will be most impacted by climate change in the future?
3. Which residents, communities and businesses are the most vulnerable to climate hazards such as flooding, heatwaves etc.?
4. Are there any other key external stakeholders that we should engage with to inform the assessment?

1 RESOURCE IMPLICATIONS

- 1.1 The Climate Risk and Vulnerability Assessment (CRVA) is being developed by the Sustainability team, with input from officers throughout the council. There is sufficient resource in place within the team to deliver the CRVA. The assessment will be used to inform the council's approach to planning for and or implementing any adaption measures. The budget for any such measures will need to be approved following the council's normal governance procedures.

2. SUPPORTING INFORMATION:

2.1. Background

Strategic context

- 2.2. Global average temperatures have increased at an unprecedented rate since pre-industrial times, driven by a rise in greenhouse gas emissions which is causing climate change. Tackling climate change requires implementing measures that address both mitigation and adaptation¹. While mitigation has historically been the focus of much action, adaptation is increasingly recognised as necessary to manage climate change. Even if global targets to limit global warming are reached, there is scientific consensus that there will still be significant changes to the climate that require adaptation.
- 2.3. The Climate Change Act 2008 sets out the requirement for the UK government to cut greenhouse gas emissions and achieve net zero by 2050. It also requires the government to conduct a Climate Change Risk Assessment (CCRA) every five years to identify climate risks, followed by a National Adaptation Programme (NAP) to address these risks. The NAP recognises the vital role that local government plays in climate adaptation and ensuring that local service delivery is resilient to the impacts of the changing climate.
- 2.4. Climate adaptation is key to managing and reducing vulnerability to current and future impacts of climate change. This includes impacts from increasing temperatures, precipitation, flooding, storms, and more frequent extreme weather events. Adaptation needs to happen at a local level as local authorities play a crucial role in delivering public services and ensuring local businesses, residents, infrastructure, and the natural environment are resilient to the impacts of climate change.
- 2.5. Tackling the climate emergency and going greener faster is the overarching priority of the council. The council's Carbon Neutrality Action Plan (CNAP) sets out how the council will reduce carbon emissions across the council and the wider district. However, the CNAP does not address climate adaptation

¹ Climate change mitigation refers to actions to prevent or reduce greenhouse gas emissions to address the underlying causes of climate change. Climate change adaptation refers to the actions required to manage the effects of unavoidable expected climate change.

nor include any measures to prepare for current or future impacts of climate change across the district. The council has set objectives to achieve ‘better protection against extreme climate events’ and ‘audit our own buildings, homes and operations against the impact of climate change, implement necessary actions and share this knowledge with others’.

- 2.6. The council is developing its climate adaptation work in line with the best practice approach set out within the Local Partnerships’ Climate Adaptation Toolkit (see Figure 1). The Climate Adaptation Toolkit sets out a five-stage process to guide local authorities through their climate adaptation planning culminating in the development of a dedicated climate adaptation strategy and action plan.
- 2.7. We are using this toolkit to undertake a Climate Risk and Vulnerability Assessment (CRVA) to assess the ways in which the council’s services and assets may be impacted by current and future climate risks and hazards. It also considers residents, communities, businesses, and infrastructure beyond the council’s direct control. The assessment will be used to inform the council’s approach to planning for and or implementing any adaptation measures. This report provides a summary of work completed to date.

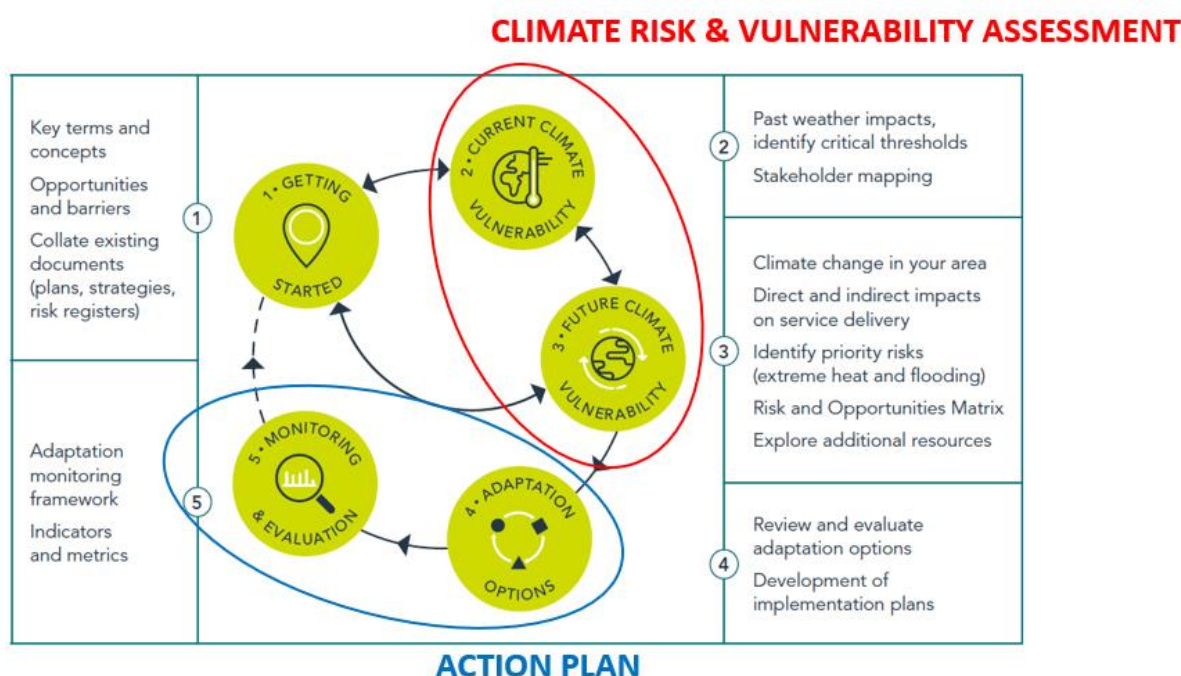


Figure 1: The five-stage approach to climate adaptation set out within Local Partnerships’ Climate Adaptation Toolkit. Stages 1-3 will be completed within the CRVA. Stages 4-5 will be developed in the next financial year and will be informed by the CRVA.

Climate change in Winchester

- 2.8. The past decade (2015 – 2024) has been the warmest on record. Climate projections for the Winchester district broadly align with UK-wide projections. Winters are expected to become milder and wetter, whilst summers are

projected to get hotter, and drier. This shift reflects a clear trend toward more frequent and intense weather events, which is causing damage to infrastructure and impacting communities, businesses, the natural environment and essential services. For more details, see Appendix A.

Methodology

- 2.9. The Climate Adaptation Toolkit is based around the 61 climate change risks and opportunities identified in the government's Climate Change Risk Assessment (CCRA3) and is designed to help local authorities assess their vulnerability to each of these risks. The 61 risks are grouped into five thematic risk areas: Business and Industry; Health, Community and the Built Environment; Infrastructure; and Natural Environment and Assets; and International Dimensions.

Step 1: Risk screening

- 2.10. The first stage of the assessment is to undertake an initial screening exercise to identify which risks and opportunities are most relevant to the Winchester district and should be shortlisted for more detailed assessment. Following our initial screening exercise, 41 risks have been identified as relevant to the based on local context (see Appendix B). Risks related to International Dimensions and any coastal or marine related risks were screened out at this stage as these are not relevant to the Winchester district.

Risk Category	Total number of risks	Number of risks for Winchester	Reason for scoping out
Business & Industry	7	6/7	Coastal risk
Health, Communities & the Built Environment	13	12/13	Coastal risk
Infrastructure	13	9/13	Coastal risk
International Dimensions	10	0/10	Not applicable – scoped out
Natural Environment & Assets	18	14/18	Coastal risk

Table 1: Total number of risks scoped in for further assessment following the initial screening exercise.

Step 2: Detailed risk assessment

- 2.11. We are currently in the process of conducting a detailed assessment of each of the shortlisted risks and understanding the vulnerability of council services, residents, communities, businesses, and infrastructure to these risks. To ensure that the CRVA aligns with the council's corporate risk management policy, all risks are assessed using the council's risk matrix. Using the matrix, each risk is assessed on a four-point scale on the likelihood or probability of the risk occurring and the impact caused should the risk occur being rates between low and significant. RAG (red-amber-green) ratings are used to indicate the overall risk score.

2.12. We are also using different types of data to assess the likelihood and impact of the 41 shortlisted risks on council services and the wider district:

- Qualitative approach: all climate risks have been assessed using some element of qualitative data, based on a review of existing resources such as reports and evidence from past events. This has helped to provide wider context in cases where spatial and quantitative data was used.
- Quantitative approach – quantitative data has been extracted from tools such as the [UK Climate Risk Indicator Portal \(UK-CRI\)](#), the [Met Office Local Authority Climate Service \(LACS\)](#), and the [Local Climate Adaptation Tool \(LCAT\)](#) to identify how future hazards may impact the district in the future. Examples of these include the average annual number of amber heat health alerts raised and the number of very high fire risk days according to the Met Office Fire Severity Index.
- Geospatial approach – where geospatial data is available, geospatial analysis has been undertaken to identify vulnerable or exposed communities and assets across the district.

2.13. The CRVA considers both present day and future climate impacts and two future scenarios are being explored assuming the impact of a +2°C and +4°C warming above pre-industrial levels by 2100. This aligns with the [CCRA3](#) which states that “the UK must adapt to a minimum average global temperature risk of between +1.5°C and +2°C for the period 2050-2100 and consider the risks of up to a +4°C warming scenario”.

2.14. For each of the two scenarios, risks are also assessed for three different time periods, as evidence allows:

- Present: risk and opportunities from the range of possible weather and climate conditions possible today
- 2050s: a mid-century reference period, centred on 2055, consistent with the end of the period of ‘inevitable’ climate change, regardless of the trajectory of global greenhouse gas emissions over the next few decades.
- 2080s: a late-century reference period, centred on 2085, used to consider the implications of further climate change beyond the middle of the century, particularly for long-lived assets.

Example of risks

2.15. The table below shows an example of two risks within the Business & Industry climate risk category that have been assessed in more detail as part of the CRVA for the Winchester district (see Figure 3). As outlined these risks have been assessed for the two temperature projections at three time periods.

					2025	Future risk score (2050s)		Future risk score (2080s)	
Risk ID	Risk / Opportunity	Climate variable	Likelihood	Impact	Present day risk	2C	4C	2C	4C
B01	Risks to businesses from flooding	Ground water flooding	4	1	4	8	12	12	16
		Flooding from rivers and the sea	3	1	3	6	8	9	12
		Surface water flooding	4	2	8	9	12	12	16
B03	Risks to business from water scarcity	Water scarcity	2	1	2	6	6	6	8

Figure 3: Extract from the CRVA showing the risk scores for two Business & Industry risks.

- 2.16. Within the CRVA, the risk matrix will be supported by a detailed narrative which provides an explanation of the overall score for each risk, and a summary of the data sources used to underpin the assessment. Each risk will also be supported with further details around how vulnerability differs spatially across the district and aim to identify which assets, businesses, communities, and neighbourhoods may be most vulnerable to each specific risk.
- 2.17. For example, datasets such as the Neighbourhood Flood Vulnerability Index produced by [Climate Just](#) are being used to identify communities that are most vulnerable to specific climate risks such as flooding (see Figure 4).

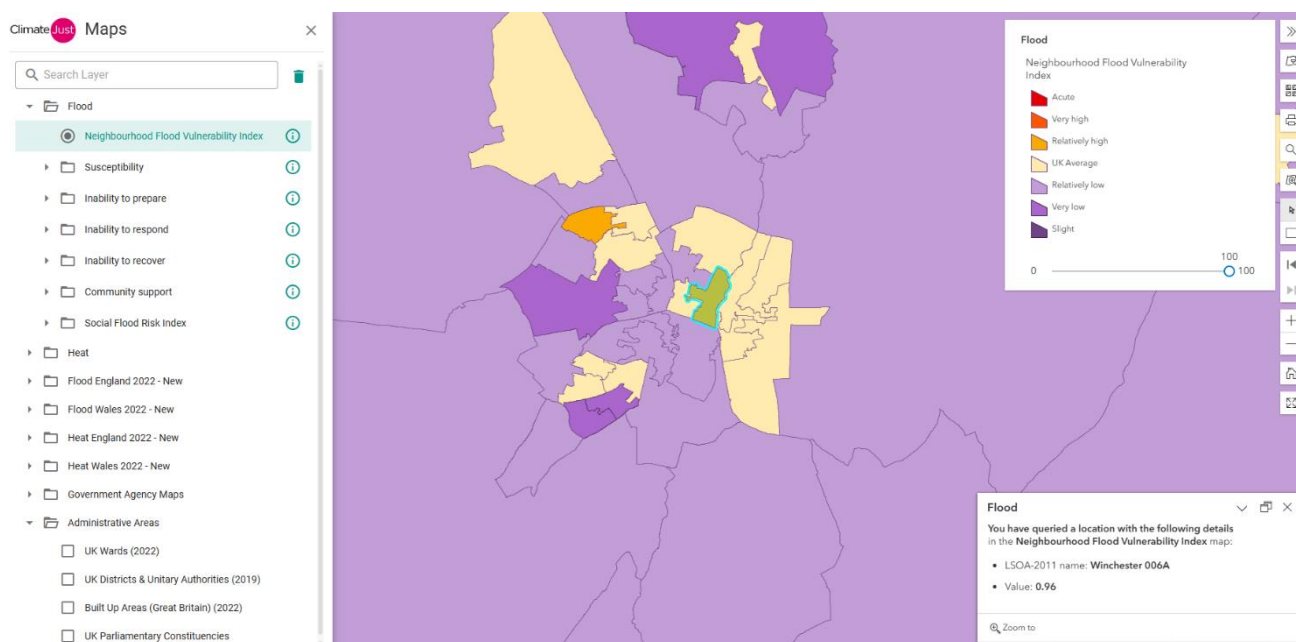


Figure 4: A map showing Neighbourhood Flood Vulnerability Index for LSOAs within the Winchester City Centre.

Stakeholder engagement

2.18. To ensure that the CRVA provides an accurate assessment of the local impact of climate risks within Winchester district, the Sustainability team are engaging with a number of internal and external stakeholders. Workshops have already taken place with several teams and services across the council to understand the specific risks to their services and capture any insights and data to inform the assessment (see Table 3).

Key Internal Stakeholders	
Places - Waste Collection & Recycling, Grounds maintenance contract, Transport, Engineering, Parking and W/Cs	Housing – Council housing and sheltered housing, private sector housing. Homelessness and Rough Sleeping.
Economy & Community – Tourism, Community & Wellbeing, Natural environment	Regulatory - Public Protection - Environmental health,
Asset Management – Corporate Property and Estates, New Homes	Emergency Planning

Table 3: List of key internal stakeholders that have been consulted as part of the development of the CRVA.

2.19. Several key external stakeholders will also be consulted with to help understand the specific risks to local residents, communities, businesses, and infrastructure (see Table 4).

Key External Stakeholders		
Environment Agency	South Western Railway	Hampshire County Council
Natural England	Southern Water	National Health Service
South Downs National Park	Scottish and Southern Electricity Networks	Hampshire Fire and Rescue services
Winchester Downs Cluster	Southern Gas Networks	Hampshire County Council
Hampshire & Isle of Wight Wildlife Trust	National Highways	University of Southampton
University of Winchester	Winchester Action on Climate	Winchester to River Test Farm Cluster
Winchester Business Improvement District		

Table 4: List of key external stakeholders that will be consulted as part of the development of the CRVA.

Timescales

- 2.20. The initial climate risk screening and validation stages have already been completed. The development of a draft CRVA is currently in progress and this is due for completion in 2026.

Stages

Completed

1. Climate risk screening
2. Climate Risk screening validation

January – February 2026

3. Draft Climate Risk and Vulnerability Assessment
4. Stakeholder Consultation (Internal and External)

March-May 2026

5. Final Draft of Climate Risk and Vulnerability Assessment

2.21. Input from HEP Committee

- 2.22. The purpose of this report is to provide a progress update on the council's climate adaptation work and invite the HEP Committee to provide feedback to inform and shape the process of developing the CRVA. The Committee are asked to consider the following questions and provide their feedback:

1. Which climate risks do you believe will have the greatest impact on the Winchester district?
2. Which council services do you believe will be most impacted by climate change in the future?

3. Which residents, communities and businesses are most vulnerable to climate hazards such as flooding, heatwaves etc.?
4. Are there any other key external stakeholders that we should engage with to inform the assessment?

3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 Due to the scope of this study, all risks in the International Dimensions category and any coastal risks were screened out.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

None

Other Background Documents:-

None

APPENDICES:

Appendix A

APPENDIX A

The last decade (2015-2024) was the warmest on record. In the UK, the most recent [State of the UK Climate 2024 report](#) shows that extreme temperature and heavy rainfall are becoming the norm. Winters are getting wetter² and the number of frost days has reduced by approximately a quarter since the 1980s.

Extreme Weather Events

These national findings are reflected at a local level; the graph in Figure 1 below shows that since 2014, we have seen an increase in the number of storms and gales, causing considerable damage to infrastructure, impacting local communities and services. We are also witnessing more summer heatwaves and an increased intensity in heavy rainfall events. The latter has a major impact due to surface water flash flooding on Winchester high street and in the wider district.

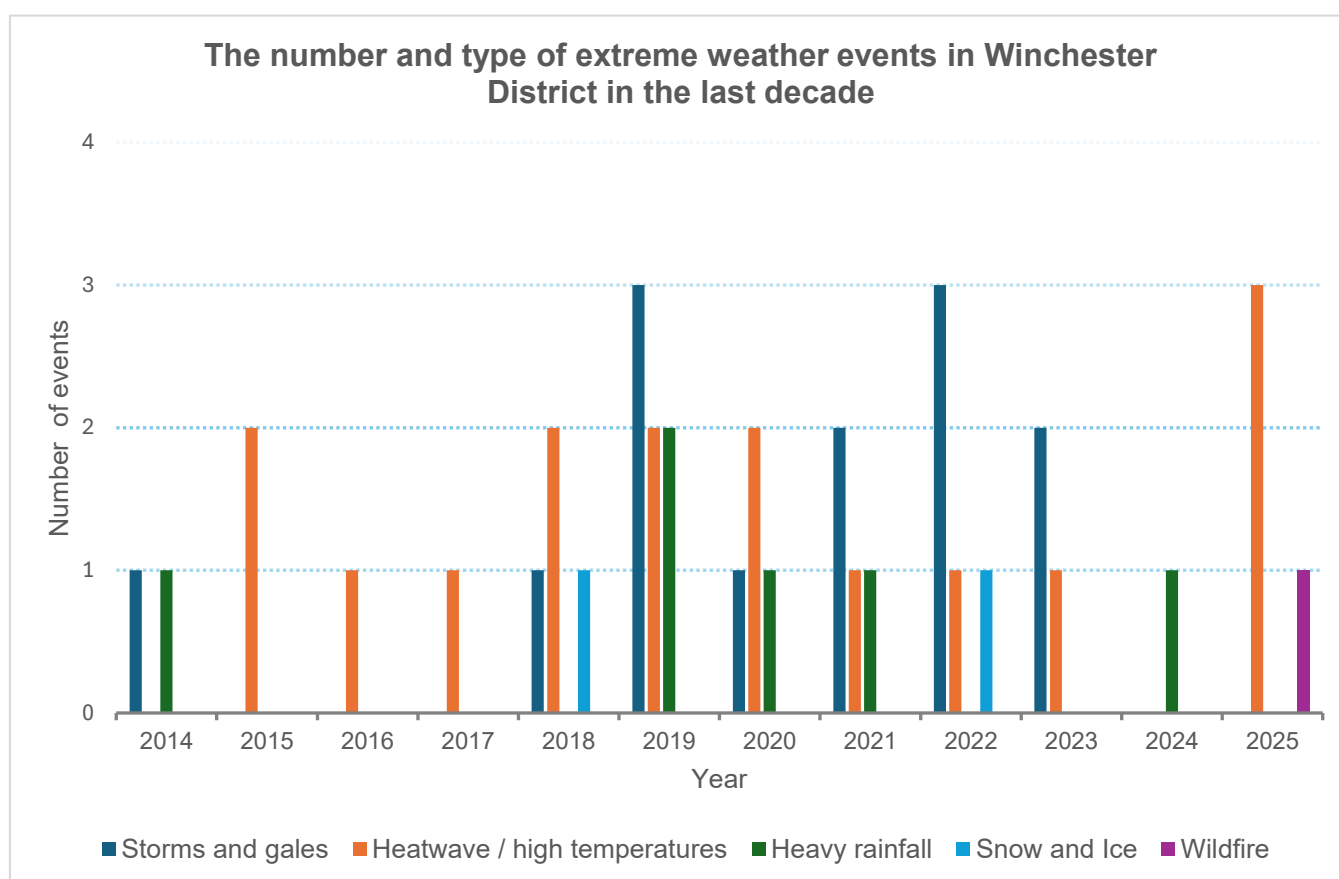


Figure 1: Bar graph showing the number and type of extreme weather events that have occurred and had an impact in Winchester district over the last decade. The information was based on MET office data and reports in the media.

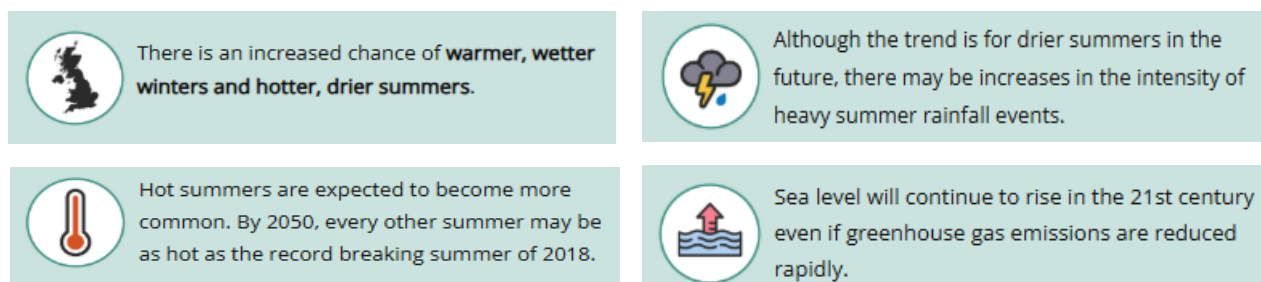
² October 2023 to March 2024 was the wettest winter half-year on record. In a series from 1767, six of the ten wettest winter half-years (October to March) for England and Wales have been in the 21st Century so far.

These extreme weather events have had a considerable impact on the health and wellbeing of residents, businesses, the natural environment and on the local economy of the Winchester district.

Future climate change projections

To assess climate risks, it is crucial to first identify the likely climate change hazards facing Winchester, such as increased heat and changes in rainfall patterns.

Future climate change projections depend on how much greenhouse gas the world emits. Currently, UK modelling projections indicates that:



According to the UK's third Climate Change Risk Assessment (CCRA3), published in 2021, the most likely extreme weather events the country will experience are:

- Storms - causing structural damage, disruption to essential infrastructure and travel
- Storm surges - causing flooding and coastal erosion
- Heavy rain - leading to fluvial and surface water flooding
- Heatwaves - causing health issues for vulnerable people
- Extremely hot days - causing heat stroke and disruption to travel and work
- Cold spells - leading to travel disruption and potential failure of infrastructure, such as power supplies
- Extended dry periods - leading to pressure on water supplies

Climate projections for the Winchester district broadly align with UK-wide projections. Winters are expected to become milder and wetter, whilst summers are projected to get hotter, and drier. Table 1 below provides a summary of the projected changes in climate, including increased heat and changing rainfall patterns, for the Winchester district for several Global Warming Levels (GWLs):








		0.6°C GWL Baseline 1981- 2000	1.0°C GWL Recent Past 2001-2020	1.5°C GWL Paris Agreement	2°C GWL Guidance: Prepare	4°C GWL Guidance: Assess risks
	TEMPERATURE	°C	°C	°C change	°C change	°C change
	Summer Maximum Temperature	29.4 28.8 to 29.6	31.4 30.2 to 32.6	+3.0 +1.0 to +3.6	+3.5 +2.5 to +5.1	+7.3 +6.8 to +9.3
	Summer Average Temperature	16.1 16.1 to 16.2	17.3 16.9 to 17.8	+1.4 +1.1 to +2.2	+2.2 +1.5 to +2.8	+4.5 +4.0 to +5.6
	Winter Average Temperature	4.7 4.7 to 4.7	5.5 5.0 to 5.6	+1.0 +0.7 to +1.2	+1.3 +0.7 to +1.5	+2.8 +1.9 to +3.2
	Winter Minimum Temperature	-7.0 -7.7 to -6.8	-6.3 -6.9 to -4.6	+1.6 +0.5 to +2.8	+1.9 +1.0 to +3.1	+3.7 +3.0 to +5.2
	Annual Average Temperature	10.2 10.2 to 10.2	11.0 10.9 to 11.3	+1.1 +1.0 to +1.3	+1.7 +1.3 to +1.9	+3.4 +3.0 to +3.9
	PRECIPITATION	mm/day	mm/day	% change	% change	% change
	Summer Precipitation Rate	1.74 1.73 to 1.75	1.68 1.41 to 1.87	-5 -17 to +4	-13 -33 to -9	-34 -52 to -28
	Winter Precipitation Rate	2.71 2.69 to 2.72	2.89 2.63 to 3.28	+7 -5 to +22	+12 -6 to +19	+27 +13 to +37

Table 2: The projected changes in climate for the Winchester district for different Global Warming Levels (GWs) (Source: [Met Office Local Authority Climate Service](#))

APPENDIX B

The table below lists all 61 risks in the Climate Risk and Vulnerability Assessment (CRVA), which ones have been scoped in / out for Winchester district. The urgency column is copied from the UK government's climate change risk assessment.

Risk ID	Risk / Opportunity	Scoped in / out of CRVA	Reason for scoping out	Urgency (CCRA defined)
B01	Risks to businesses from flooding	In		HIGH
B02	Risks to businesses and infrastructure from coastal change from erosion, flooding and extreme weather events	Out	Not applicable	HIGH
B03	Risks to business from water scarcity	In		MED
B04	Risks to finance, investment and insurance including access to capital for businesses	In		LOW
B05	Risks to business from reduced employee productivity due to infrastructure disruption and higher temperatures in working environments	In		MED
B06	Risks to business from disruption to supply chains and distribution networks	In		HIGH
B07	Opportunities for business from changes in demand for goods and services	In		MED
H01	Risks to health and wellbeing from high temperatures	In		HIGH
H02	Opportunities for health and wellbeing from higher temperatures	In		MED
H03	Risks to people, communities and buildings from flooding	In		HIGH
H04	Risks to the viability of coastal communities from sea level rise	Out	Not applicable	HIGH
H05	Risks to building fabric	In		MED
H06	Risks and opportunities from summer and winter household energy demand	In		HIGH
H07	Risks to health and wellbeing from changes in air quality	In		MED
H08	Risks to health from vector-borne disease	In		HIGH
H09	Risks to food safety and food security	In		MED
H10	Risks to water quality and household water supplies	In		MED
H11	Risks to cultural heritage	In		HIGH
H12	Risks to health and social care delivery	In		HIGH
H13	Risks to education and prison services	In		HIGH

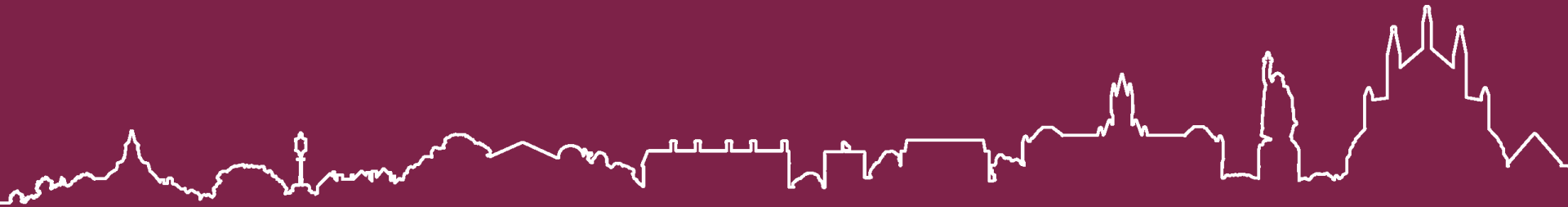
Risk ID	Risk / Opportunity	Scoped in / out of CRVA	Reason for scoping out	Urgency (CCRA defined)
I01	Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	In		HIGH
I02	Risks to infrastructure services from river, surface water and groundwater flooding	In		HIGH
I03	Risks to infrastructure services from coastal flooding and erosion	Out	Not applicable	MED
I04	Risks to bridges and pipelines from flooding and erosion	In		MED
I05	Risks to transport networks from slope and embankment failure	In		HIGH
I06	Risks to hydroelectric generation from low or high river flows	Out	Not applicable	MED
I07	Risks to subterranean and surface infrastructure from subsidence	In		MED
I08	Risks to public water supplies from reduced water availability	In		HIGH
I09	Risks to energy generation from reduced water availability	Out	Not applicable	MED
I10	Risks to energy from high and low temperatures, high winds, lightning	In		MED
I11	Risks to offshore infrastructure from storms and high waves	Out	Not applicable	LOW
I12	Risks to transport from high and low temperatures, high winds, lightning	In		HIGH
I13	Risks to digital from high and low temperatures, high winds, lightning	In		MED
ID01	Risks to UK food availability, safety, and quality from climate change overseas	Out	Not applicable	HIGH
ID02	Opportunities for UK food availability and exports from climate impacts overseas	Out	Not applicable	LOW
ID03	Risks and opportunities to the UK from climate-related international human mobility	Out	Not applicable	LOW
ID04	Risks to the UK from international violent conflict resulting from climate change overseas	Out	Not applicable	HIGH
ID05	Risks to international law and governance from climate change overseas that will impact the UK	Out	Not applicable	HIGH
ID06	Opportunities from climate change (including Arctic ice melt) on international trade routes	Out	Not applicable	LOW

Risk ID	Risk / Opportunity	Scoped in / out of CRVA	Reason for scoping out	Urgency (CCRA defined)
ID07	Risks associated with international trade routes	Out	Not applicable	HIGH
ID08	Risk to the UK finance sector from climate change overseas	Out	Not applicable	LOW
ID09	Risk to UK public health from climate change overseas	Out	Not applicable	HIGH
ID10	Systemic risk arising from the amplification of named risks cascading across sectors and borders	Out	Not applicable	HIGH
N01	Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion).	In		HIGH
N02	Risks to terrestrial species and habitats from pests, pathogens and invasive species	In		HIGH
N03	Opportunities from new species colonisations in terrestrial habitats	In		MED
N04	Risk to soils from changing climatic conditions, including seasonal aridity and wetness.	In		HIGH
N05	Risks and opportunities for natural carbon stores, carbon sequestration from changing climatic conditions, including temperature change and water scarcity	In		HIGH
N06	Risks to and opportunities for agricultural and forestry productivity from extreme events and changing climatic conditions (including temperature change, water scarcity, wildfire, flooding, coastal erosion, wind and saline intrusion).	In		HIGH
N07	Risks to agriculture from pests, pathogens and invasive species	In		HIGH
N08	Risks to forestry from pests, pathogens and invasive species	In		HIGH
N09	Opportunities for agricultural and forestry productivity from new/alternative species becoming suitable.	In		MED
N10	Risks to aquifers and agricultural land from sea level rise, saltwater intrusion	In		MED
N11	Risks to freshwater species and habitats from changing climatic conditions and extreme events, including higher water temperatures, flooding, water scarcity and phenological shifts.	In		HIGH
N12	Risks to freshwater species and habitats from pests, pathogens and invasive species	In		HIGH

Risk ID	Risk / Opportunity	Scoped in / out of CRVA	Reason for scoping out	Urgency (CCRA defined)
N13	Opportunities to freshwater species and habitats from new species colonisations	In		LOW
N14	Risks to marine species, habitats and fisheries from changing climatic conditions, including ocean acidification and higher water temperatures.	Out	Not applicable	HIGH
N15	Opportunities to marine species, habitats and fisheries from changing climatic conditions	Out	Not applicable	MED
N16	Risks to marine species and habitats from pests, pathogens and invasive species	Out	Not applicable	HIGH
N17	Risks and opportunities to coastal species and habitats due to coastal flooding, erosion and climate factors.	Out	Not applicable	HIGH
N18	Risks and opportunities from climate change to landscape character	In		MED

Climate Adaptation

**HEP Committee
2 December 2025**

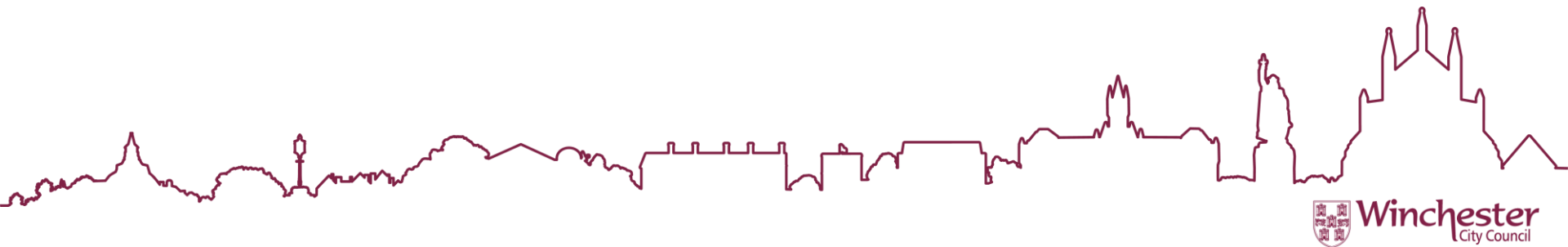


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1. Introduction to Climate Adaptation

Page 30 2. Climate Risk and Vulnerability Assessment (CRVA)

3. Input from HEP Committee



1. Introduction to Climate Adaptation



WHAT IS CLIMATE ADAPTATION?

Climate action is approached in two main ways:
Mitigation and Adaptation



MITIGATION ACTIONS

AIM TO:

reduce the severity of
climate change

HOW?

reducing greenhouse gas
emissions

VS.

ADAPTATION ACTIONS

AIM TO:

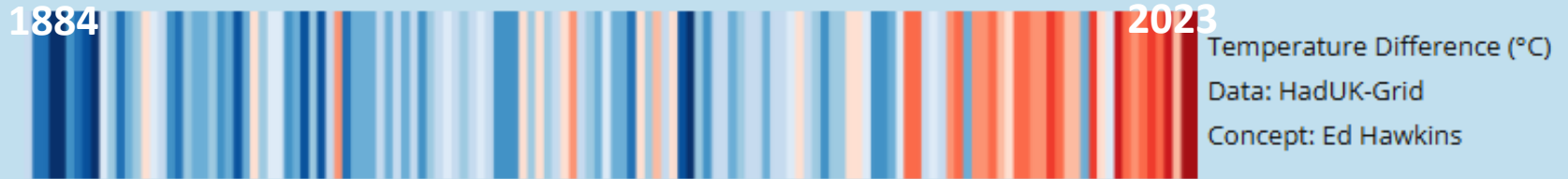
prepare for the impacts of
climate change

HOW?

understand how you are at
risk and make a plan

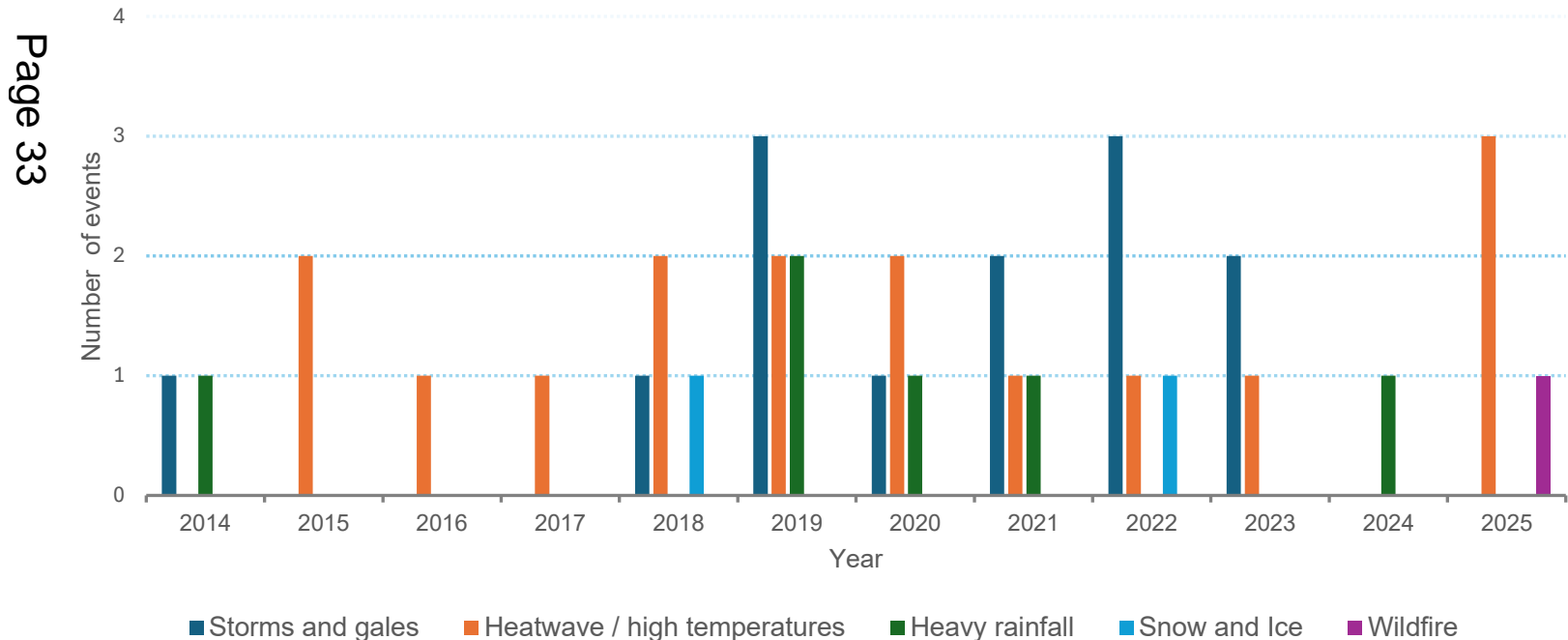
PAST EXTREME WEATHER EVENTS IN WINCHESTER

How has the climate changed in Southern England?



Winchester is located within the Southern England climate region, where temperatures have increased (1884-2023), with many of the hottest years occurring in the last few decades

Number of extreme weather events in Winchester District



PAST EXTREME WEATHER EVENTS



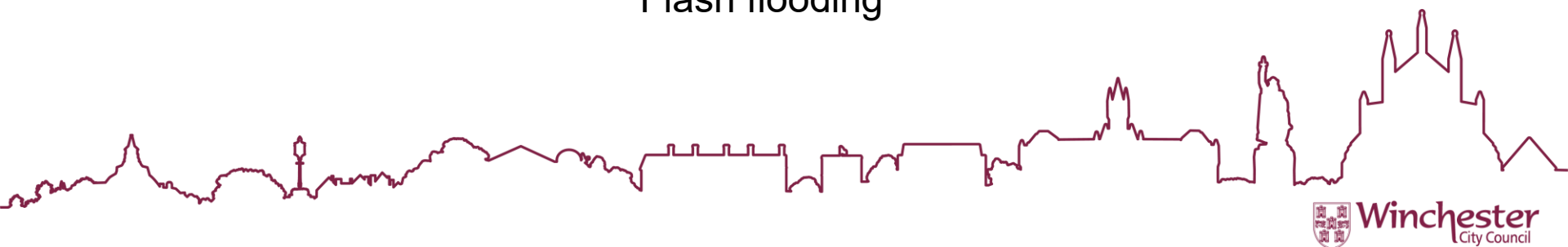
2014 – Park Avenue in
Winchester flooded



August 2020
Winchester High street
Flash flooding



July 2025
Hursley wildfire



FUTURE CLIMATE CHANGE IN THE UK



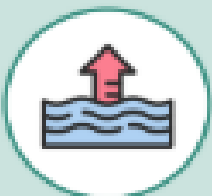
There is an increased chance of **warmer, wetter winters and hotter, drier summers.**



Hot summers are expected to become more common. By 2050, every other summer may be as hot as the record breaking summer of 2018.

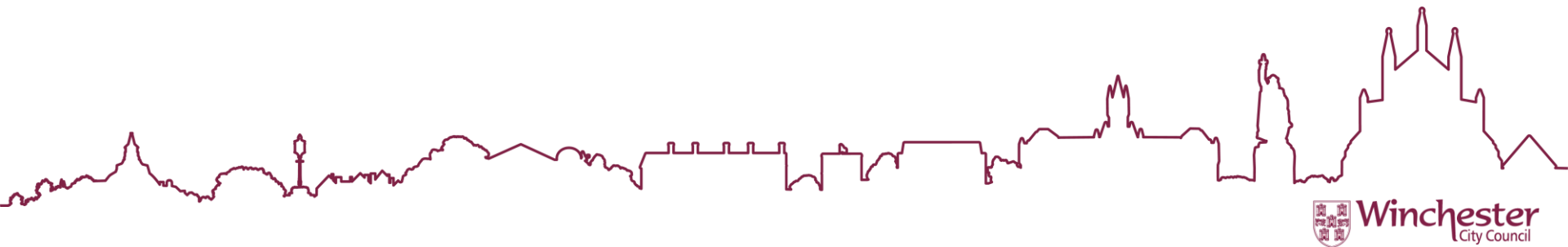


Although the trend is for drier summers in the future, there may be increases in the intensity of heavy summer rainfall events.



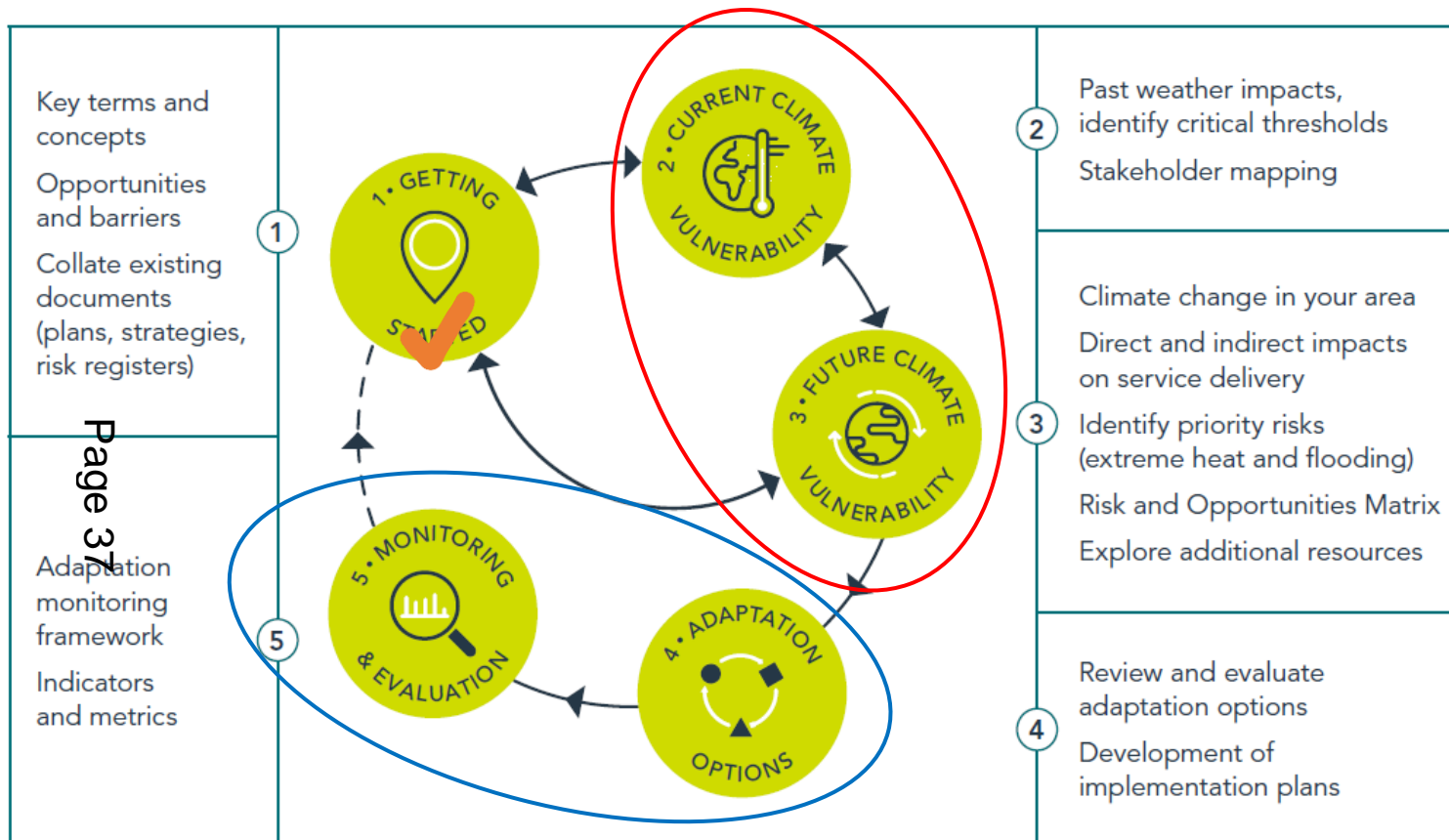
Sea level will continue to rise in the 21st century even if greenhouse gas emissions are reduced rapidly.

2. Climate Risk and Vulnerability Assessment (CRVA)



5-STEP FRAMEWORK

CLIMATE RISK & VULNERABILITY ASSESSMENT



ACTION PLAN

Local Partnerships' Climate Adaptation Toolkit

Risk and Opportunities Matrix



IDENTIFYING AND ASSESSING RISKS

 **61 risks** identified in UK's Third Climate Change Risk Assessment (CCRA3):


 Business and Industry (7)

 Health, Communities and the Built Environment (13)

 Infrastructure (13)

 **International Dimensions (scoped out) (10)**

 Natural Environment and Assets (14)

 CRVA assesses ways in which **council** may be affected by climate risks and impacts, as well as **residents, communities, businesses, and infrastructure** beyond the council's control.

STEP 1/2: CLIMATE RISK SCREENING

Screening process

Risk Type	Risk ID	Risk / Opportunity	Scoped in / out of CRVA	Reason for scoping out
Business and Industry	B01	Risks to businesses from flooding	In	N/A
	B02	Risks to businesses and infrastructure from coastal change from erosion, flooding and extreme weather events	Out	Not applicable to Winchester
	B03	Risks to business from water scarcity	In	N/A
	B04	Risks to finance, investment and insurance including access to capital for businesses	In	N/A
	B05	Risks to business from reduced employee productivity due to infrastructure disruption and higher temperatures in working environments	In	N/A
	B06	Risks to business from disruption to supply chains and distribution networks	In	N/A
	B07	Opportunities for business from changes in demand for goods and services	In	N/A

Shortlisted risks to be reviewed during validation session(s)

STEP 3: DETAILED CRVA

Use **council's risk matrix**, to assess likelihood and impact of risks

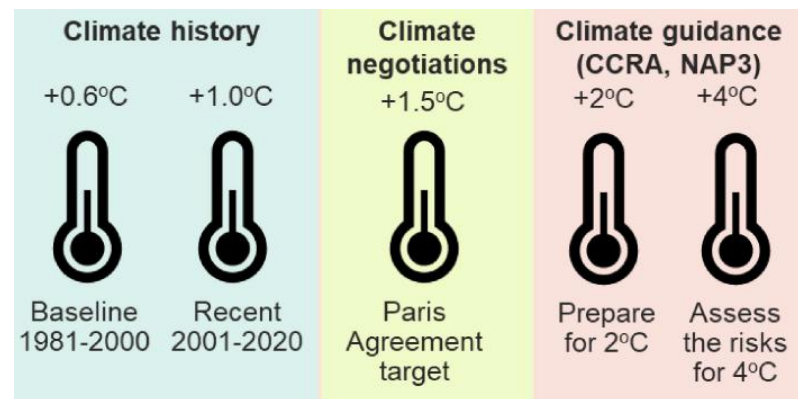
Use existing data (geospatial, quantitative, qualitative) and tools to assess the likelihood/impacts of risks:

[Met Office Local Authority Climate Service \(LACS\)](#) - access to climate data from UK Climate Projections 2018 (CP18) at the local level

[Local Climate Adaptation Tool \(LCAT\)](#) - how local climates will change; what health and community impacts may occur as a result; and who will be most vulnerable and why

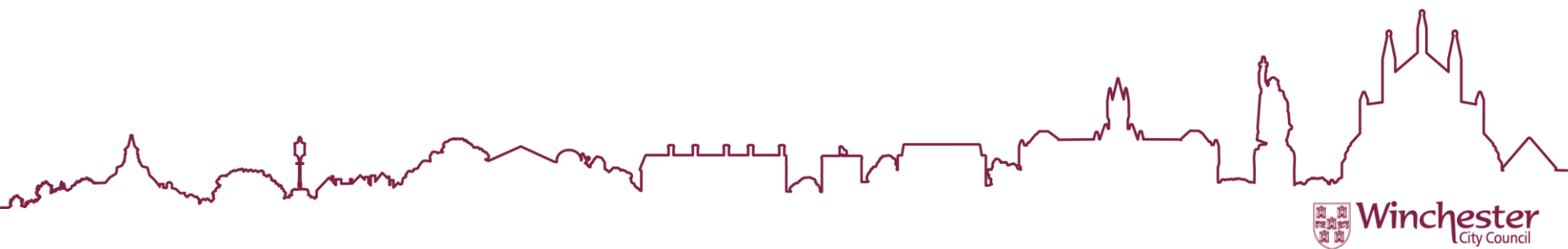
CRVA considers both present-day and future climate impacts considering two future scenarios (2°C/4°C)

		IMPACT			
		Low (1)	Moderate (2)	Major (3)	Significant (4)
LIKELIHOOD	Highly Likely (4)				
	Likely (3)				
	Unlikely (2)				
	Highly Unlikely (1)				



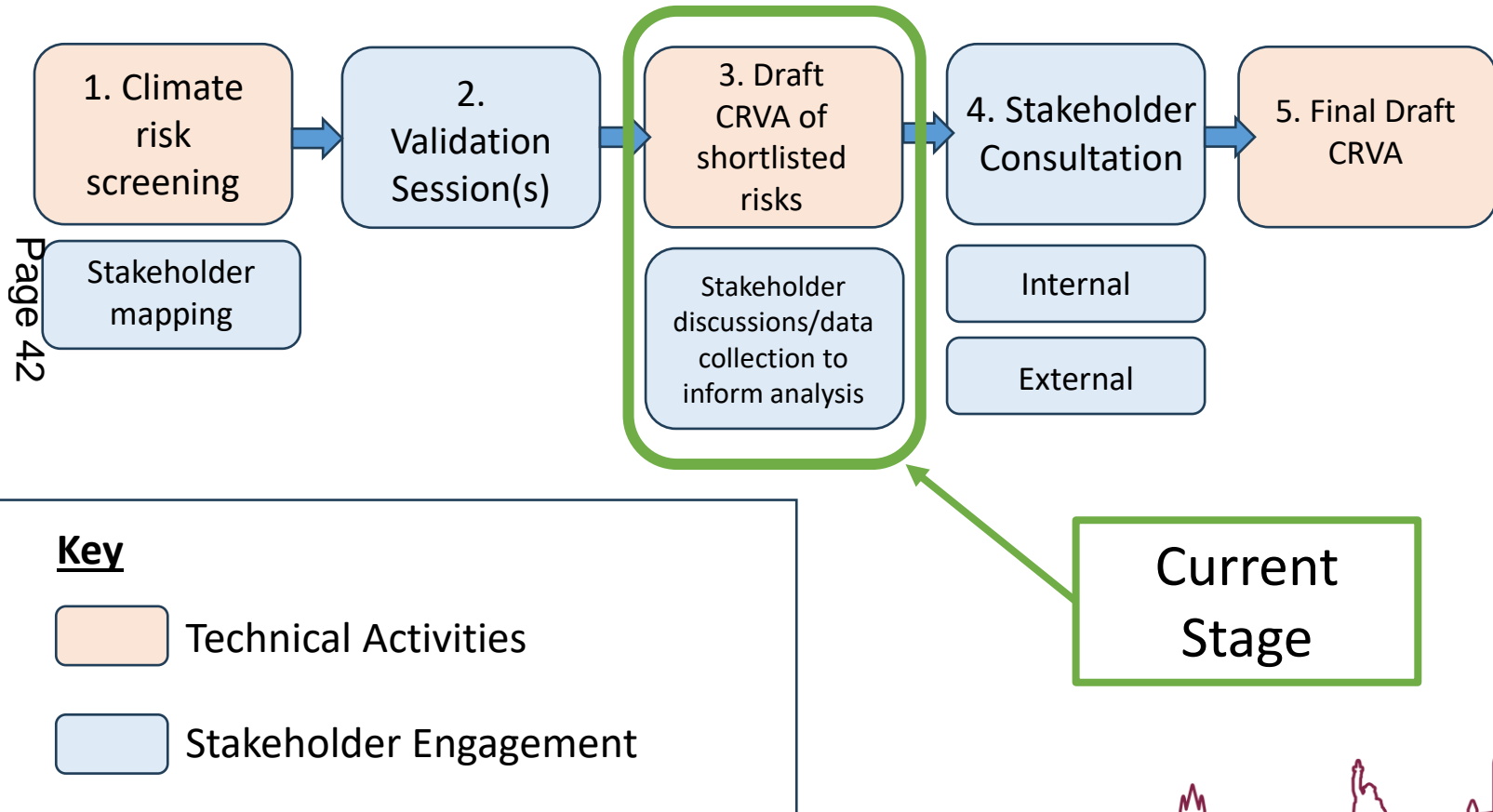
EXAMPLE OF CVRA RISK ASSESSMENT FOR WINCHESTER

				Present day risk score 2025	Future risk score (2050s)		Future risk score (2080s)	
Category	Risk ID	Risk / Opportunity	Climate variable	Based on council risk matrix	2C	4C	2C	4C
<div> <div>Page 11</div> <div>Business and Industry</div> </div>	B01	Risks to businesses from flooding	Ground water flooding	4	8	12	12	16
			Flooding from rivers and the sea	3	6	8	9	12
			Surface water flooding	8	9	12	12	16



CLIMATE RISK & VULNERABILITY ASSESSMENT (CRVA) APPROACH

The CRVA will follow a five-stage approach:



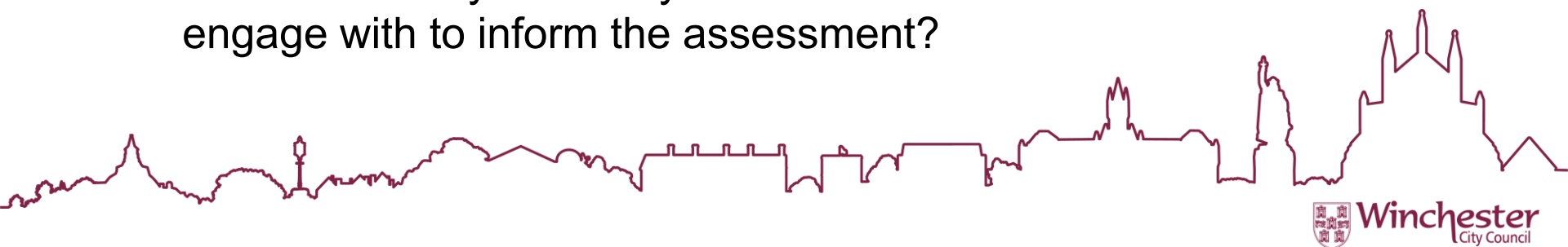
3. Input from HEP Committee



INPUT FROM HEP COMMITTEE

The HEP Committee are asked to provide feedback on the following areas which will help to inform and shape the CRVA:

1. Which climate risks do you believe will have the greatest impact on the Winchester district?
2. Which council services do you believe will be most impacted by climate change in the future?
3. Which residents, communities and businesses are most vulnerable to climate hazards such as flooding, heatwaves etc.?
4. Are there any other key external stakeholders that we should engage with to inform the assessment?



REPORT TITLE: COMMUNITY RESILIENCE STRATEGY

2 DECEMBER 2025

REPORT OF CABINET MEMBER: Cllr Kathleen Becker, Cabinet Member for Healthy Communities

Contact Officer: Steve Lincoln Tel No: 01962 848 110 Email
slincoln@winchester.gov.uk

WARD(S): ALL

PURPOSE

This draft strategy sets out the council's approach to building strong and resilient communities. This will be achieved through both its own place-shaping and capacity building activity, and through the fostering of an environment where communities can grow, evolve and solve their own challenges.

To help focus efforts of both the council and the wider Winchester district community, five pathways are proposed in the strategy:

1. A sense of place and belonging
2. Strong governance and local voice
3. An independent and empowered sector
4. A better life for people who face the toughest circumstances
5. Connected and informed communities

RECOMMENDATIONS:

1. The Committee is asked to note the draft Community Resilience Strategy and comment on the content, with particular reference to the following questions.
 - a) Does the strategy reflect the issues that impact on the resilience of the communities you represent?
 - b) Are the proposed pathways and principles comprehensive and do they address the issues? (see 2.7).
 - c) What measures could we use to monitor and demonstrate the success of the strategy?

1 RESOURCE IMPLICATIONS

- 1.1 The evidence base that supports the draft Community Resilience Strategy was developed by consultants Temple Group, thanks to funding secured from the UK Shared Prosperity Fund.
- 1.2 Delivery of this strategy involves primarily enabling and supporting communities and organisations across the district, so it is expected that the council's actions to deliver the strategy will come from existing resources. Working with partners, stakeholder and communities may provide the opportunity to apply for external funding and grants to support specific projects or groups.

2 SUPPORTING INFORMATION:

Background

- 2.1 The UK and its communities have faced unprecedented challenges in recent years; these include the COVID-19 pandemic, a cost-of-living crisis and an accelerating climate crisis. These challenges have impacted communities and individuals in a variety of ways, felt most keenly by those least able to manage.
- 2.2 The draft Community Resilience Strategy (see appendix 1) takes its lead from the Council Plan chapter on 'Healthy Communities' and sets out the steps that the council can take to enhance community resilience across the district.
- 2.3 The Council recognises the vital role that is played by 'community' in all its senses, so the strategy sets a framework for how the council will both deliver services and work collaboratively with others to create communities that can thrive in both good and bad times.

The Strategy

- 2.4 The strategy (section 2.3.8) sets out the following definition of resilience in the context of our communities:

"Resilience is the capacity for individuals and communities to respond to and overcome shocks or challenges. It is underpinned by personal and community wellbeing, which creates the capacity to transcend challenges".
- 2.5 The links between resilience and wellbeing are clearly identified and the strategy identifies a core set of factors that directly influence levels of personal resilience and wellbeing. A number of these factors can be classified as 'enabling infrastructure' and include housing, income, transport, crime, employment, education, physical and mental health, and environmental quality. The council's role in these areas is given strategic direction by existing key policy documents, so this strategy does not explore those aspects in any greater detail. The remaining factors are classified as 'social capital and support networks'.

- 2.6 Despite many years of this work, supporting communities across the district, the council has never had a strategy to provide clear direction. This new strategy fills that gap and has been informed by various other council documents and by local, regional and national policy and legislation. Engagement with local people, elected representatives and organisations has helped ensure a local context.
- 2.7 The strategy sets out five pathways and a series of associated principles, by which to build social capital and create stronger, more resilient communities.
- (i) **A sense of place and belonging**
 - Promote and celebrate local identity and pride in place
 - Celebrate diversity and promote inclusion
 - Secure, protect, support and promote the use of key community assets
 - Activate and utilise under-used public spaces, such as schools or churches, for wider community activity
 - (ii) **Strong governance and local voice**
 - An effective network of parish and town councils
 - Voluntary sector representation as a strategic partner
 - Local involvement in emergency response
 - (iii) **An independent and empowered sector**
 - Grant funding and other support
 - Promotion and encouragement for volunteering
 - Collaboration with other stakeholders
 - (iv) **A better life for people who face the toughest circumstances**
 - React and respond to changing circumstances
 - Target effort to maximise impact
 - (v) **Connected and informed communities**
 - Networking and collaboration
 - Sharing of information, data and intelligence
 - Measuring and demonstrating the impact of community initiatives

Proposed next steps

- 2.8 Following comments from the Committee and final engagement with key stakeholders, the final version of the strategy will be brought forward for adoption by the council.
- 2.9 The principles detailed in the strategy are supported by ongoing work by officers from a number of council teams. Working with communities in an enabling role to increase their capacity will help advance our ambitions in all of these areas, but there are some where there appears to be greater opportunity to build and strengthen.
- a) The impending reorganisation of local government in Hampshire makes the role of parish and town councils ever more important as the most local level of democracy. Work is already underway to address the democratic deficit caused by the lack of a parish or town council for the town wards of Winchester, but there is also potential to work with existing parish and town councils to ensure they are fully prepared for the change and to embrace their role in a unitary world and the opportunities it presents them.
 - b) The council's Emergency Response Plan recognises the important role of communities to prepare, respond and recover to emergencies or other unexpected events. Several communities within the district have developed community resilience plans, which formalise the ways in which they work alongside statutory public bodies in responding to emergencies or other unexpected events, as part of a wider multi-agency response. Working alongside colleagues in the Local Resilience Forum, a suite of community resilience related plans has been recently developed, including a handbook for residents which could be used to engage with parishes and residents to further strengthen community preparedness.
 - c) Targeted support for key community assets such as community centres and village halls to help them thrive and succeed as a focal point for community life.
 - d) Grant funding and other support to our voluntary and community sector allows them to build on existing assets and strengths to meet the needs of people in the district. At a time of increasing pressure on public sector resources, we can focus even harder to ensure that our grant funding is used as effectively as possible and brings maximum benefit.
 - e) Recent work with Hampshire County Council's Public Health team has seen us identify a series of health priorities to address health inequalities in the district. Led by those findings and the associated data, we can look to target efforts more systematically at the areas where they are needed the most to ensure that we are helping the people who face the toughest circumstances. We have recently established a community network of agencies operating in Stanmore and intend to work with partners to strengthen the impact of our collective efforts.
- 2.10 The strategy included in appendix 1 is the full, detailed version. A shorter, more concise version will be developed that is easier to read and will be the primary public-facing document for residents and other stakeholders.

Conclusion

- 2.11 The strategy identifies key pathways through which the Council can cultivate a more resilient and thriving community through 2030 and beyond. By embracing a collaborative, community-centric approach that builds on existing engagement structures and partnerships, we can make significant strides in strengthening communities and enhancing wellbeing across the district.
- 2.12 The pathways set out in the strategy to build social capital and create stronger, more resilient communities require long-term commitment to yield the greatest benefits. However, we will continue to address immediate challenges through short-term interventions that will also yield significant benefits.
- 2.13 Following recent national developments, the strategy will be deployed amidst local government reorganisation and the establishment of a Mayoral Combined County Authority for Hampshire and the Solent. For Winchester, whilst the structure of the public bodies who have the ability to deliver services in support of these drivers, will shift and change over the coming years, the role of communities has never been more important, and the key drivers of community resilience will remain the same.
- 2.14 Through the strategy, we have established a clear framework for improved community resilience across the district. By working together with our communities, we can build a more vibrant, inclusive, and resilient Winchester for all.

3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 The council could choose not to adopt a Community Resilience Strategy. Work could continue but would do so without an approved set of principles that ensure consistency of approach across all council departments and recognise the importance of a strong, resilient community sector in delivering our Council Plan objectives.

BACKGROUND DOCUMENTS:

Previous Committee Reports:

6 July 2021 - HEP012 - COMMUNITY AND WELLBEING STRATEGY UPDATE

Other Background Documents:

None

APPENDICES:

Appendix 1: Draft Community Resilience Strategy

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Winchester District Community Resilience Strategy 2025-2030

**Winchester City Council
Community and Wellbeing Team
November 2025**

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Abbreviation	Definition
ABCD	Asset Based Community Development
IDACI	Income Deprivation Affecting Children Index
IMD	Indices of Multiple Deprivation
JSNA	Joint Strategic Needs Assessment
LGA	Local Government Association
LSOA	Lower Layer Super Output Area
OECD	Organisation for Economic Cooperation and Development
ONS	Office for National Statistics
WARM	Wellbeing and Resilience Measure
WELLBY	Wellbeing-Adjusted Life Year

DRAFT

1 Executive Summary

- 1.1.1 The UK and its communities have faced unprecedented challenges in recent years, including the COVID-19 pandemic, a cost-of-living crisis and an accelerating climate crisis.
- 1.1.2 This strategy sets out our approach for creating stronger, more resilient communities across the district through to 2030 working alongside our diverse communities. This includes drawing on the strengths and assets that already exist in communities throughout the Winchester district, and new communities, for example through major housing developments or refugees displaced because of war or conflict.
- 1.1.3 Greater resilience will be achieved through both place-shaping and capacity building activity, and through the fostering of an environment where communities can grow, evolve and solve their own challenges. In doing so, this will actively help to deliver the Council Plan priority of Healthy Communities.
- 1.1.4 We have defined resilience in the context of our communities, as:
- “The capacity of individuals and communities to respond to and overcome shocks or challenges, underpinned by personal and community wellbeing”.***
- 1.1.5 The strategy explores how we can support the community structures and social relationships with friends, family or the wider community that can serve as support networks and enable individuals to bounce back from shocks or withstand adversity.
- 1.1.6 The council takes on a variety of different roles, depending on the context and the needs of our communities.
- As an **Enabler** we create the conditions for community organisations and the voluntary sector to succeed.
 - As a **Facilitator** we bring people and organisations together to collaborate, share resources, and solve problems.
 - As a **Provider** (or **Commissioner**) we directly deliver services to residents, or purchase services from external providers to meet community needs.
 - As an **Advocate** we represent the interests of residents at regional or national levels.
 - As a **Guardian** we look after public assets and community wellbeing.

1.1.7 We commit to supporting five pathways to build social capital and create stronger, more resilient communities across the district.



To create **a sense of place and belonging** we will...

- Promote and celebrate local identity and pride in place
- Celebrate diversity and promote inclusion
- Secure, protect, support and promote the use of key community assets
- Activate and utilise under-used public spaces, such as schools or churches, for wider community activity

To encourage **strong governance and local voice** we hope to see...

- An effective network of parish and town councils
- Voluntary sector representation as a strategic partner
- Local involvement in emergency response

To achieve **an independent and empowered sector** we recognise the importance of...

- Grant funding and other support
- Promotion and encouragement for volunteering
- Collaboration with other stakeholders

To make **a better life for people who face the toughest circumstances** we intend to...

- React and respond to changing circumstances
- Target effort to maximise impact

To become more **connected and informed communities** we will encourage...

- Networking and collaboration
- Sharing of information, data and intelligence
- Measuring and demonstrating the impact of community initiatives

2 Introduction

2.1 Setting the scene

- 2.1.1 The UK and its communities have faced unprecedented challenges in recent years; these include the COVID-19 pandemic, a cost-of-living crisis and an accelerating climate crisis.
- 2.1.2 These challenges have impacted communities and individuals in a variety of areas including economic wealth, housing, employment, health, and exacerbated inequalities. They have been felt most keenly by those least able to manage, whether that be due to their challenging circumstances, limited capacity or a lack of support. As a result, communities have been left destabilised, and individuals face an erosion of their socio-economic welfare.
- 2.1.3 The Local Government Act¹ places the 'promotion of economic, social [and] environmental wellbeing' as a central tenet of the duties and activities of local government bodies. Therefore, we have a key role to play in supporting its communities to develop resilience against various pressures and support residents and communities to safeguard their own wellbeing.
- 2.1.4 The **Winchester Community Resilience Strategy** ('the strategy') sets out our approach for creating stronger, more resilient communities across the district through to 2030. The strategy establishes how we will work alongside our diverse communities across Winchester city, market towns and rural villages to enhance wellbeing and build resilience.
- 2.1.5 Drawing on the strengths and assets that already exist in communities throughout the Winchester district, we will focus our support where it is needed most. Tackling inequality is a key thread that runs throughout the strategy and highlights the importance of data and intelligence to inform our approaches. At the time of writing, we see health inequalities that lead to poor health outcomes for people in certain areas. We have an aging population and an increasing risk of loneliness and social isolation. We have had an influx of Ukrainian nationals who were displaced by war in their country and arrived in Winchester with little belongings, lack of ability to communicate and no support networks to lean on. We have large new housing developments with no established facilities, social networks or sense of community. However, things change, and priorities alter over time. We will monitor and respond to evidence to ensure that we continue to focus our efforts where they are most needed and where they make the greatest difference.

¹ Local Government Act (2000). Available at: [Local Government Act 2000 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2000/22/contents/enacted)

- 2.1.6 We will seek to foster vibrant, inclusive, and connected communities that can thrive through change and challenge. Winchester district's communities have consistently demonstrated their ability to come together, support their most vulnerable members and create positive change. The strategy builds on these foundations while acknowledging the evolving needs of the overall district.
- 2.1.7 The district of Winchester continues to grow and welcome new communities, for example through major housing developments in strategic development areas or refugees displaced as a result of war or conflict. The strategy provides a framework and principles for ensuring all residents can live healthy and fulfilled lives. In order to achieve this aim, we are committed to understanding and supporting the diverse needs of our communities, be they urban or rural.

2.2 Purpose of the strategy

- 2.2.1 The strategy sets out the council's strategic approach to building strong and resilient communities. This will be achieved through both its own place-shaping and capacity building activity, and through the fostering of an environment where communities can grow, evolve and solve their own challenges. In doing so, this will actively help to deliver the Council Plan priority of Healthy Communities.
- 2.2.2 The strategy underpins the local and national drivers highlighted in Section 2, many of which require strong and vibrant communities to ensure outcomes are achieved. There will be a strong link with the emerging Local Plan (2020-2040) which sets out policies for the creation of new communities through strategic development sites at key sustainable locations across the district. While the Local Plan will ensure the necessary physical infrastructure is delivered, it is the principles of this strategy that will shape the success of the new community. Planning shapes **'the place we live in'**, but this work will define **'how we live in that place'**.
- 2.2.3 Quality of Life's Empowering Healthy Places² report highlights the importance of focusing on *"proactive, long-term measures while assessing and addressing immediate key challenges"*. It is important to note that whilst *"long term improvements are vital and may yield the greatest benefits over time, addressing immediate challenges through short-term interventions can also yield significant benefits"*.

² Quality of Life and Local Government Association (2024) Empowering Healthy Places – Unveiling the powers and practices of local councils in fostering healthy neighbourhoods. Available at: https://www.qolf.org/wp-content/uploads/LGA-Empowering-Healthy-Places-Final-compressed_1.pdf

2.3 Project approach

- 2.3.1 We commissioned consultants Temple Group to research and prepare an evidence base to support the development of a Community Resilience Strategy. This was achieved through the following steps.
- Literature and policy review
 - Development of Winchester Resilience and Wellbeing Framework
 - Statistical evidence gathering
 - Engagement with representatives from diverse community groups
- 2.3.2 The consultants established a 'Community Panel' through active stakeholder and community engagement, to support and inform their work. This panel includes representatives from diverse community groups, with particular emphasis on traditionally under-represented voices and geographies. Through facilitated workshops, the panel helped define local interpretations of wellbeing and resilience and identify community priorities and assets.
- 2.3.3 The evidence base combines quantitative statistical analysis with qualitative engagement and survey-based research. Statistical analysis examined indicators across multiple geographic levels, from wards and lower super output areas (LSOAs) to national spatial scales.
- 2.3.4 The qualitative component involved twelve community engagement events using varied methodologies including discussive workshops with local charities and organisations, semi-structured interviews with community members and local councillors and digital surveys.
- 2.3.5 This evidence base has been used to underpin the strategy, which has adopted Asset Based Community Development (ABCD) principles, ensuring community assets and capabilities are central to the strategy's development.
- 2.3.6 We aim to develop monitoring capabilities, through engaging stakeholders to create a dashboard of indicators, building shared ownership and insight, and enabling ongoing assessment of the strategy's effectiveness. This systematic approach ensures the final strategy is both evidence-based and community-owned, with clear mechanisms for implementation and evaluation over the period to 2030.
- 2.3.7 At all stages of development, the work has focussed on identifying vulnerable groups and areas requiring support, while building on existing community strengths and assets. This balanced approach ensures the strategy addresses immediate needs while building long-term community resilience.

2.4 Defining resilience

- 2.4.1 Community resilience has become increasingly important in the wake of wider societal challenges such as the COVID-19 pandemic; international economic shocks; and anxiety about the climate crisis.
- 2.4.2 The WARM² framework notes, importantly, that whilst these events may be broad in their scope, their impacts play out at a local or community level. As such, community and individual resilience should take into account Winchester's geographical contexts since enabling infrastructures and social capital are bound by place, context and geography.
- 2.4.3 The council's Emergency Response Plan recognises the important role of communities to prepare for, respond to and recover from emergencies or other unexpected events. A number of communities within the district have developed community resilience plans, which formalise the ways in which parish councils, voluntary organisations and other community-based resources work alongside statutory public bodies as part of a wider multi-agency response. Increased resilience of our communities helps the speed and effectiveness of the response to and recovery from emergencies such as floods, fires and gas leaks which may require residents to stay in their homes and be unable to get food, water or essential medication for an unknown period of time. Working alongside colleagues who are members of the Hampshire and Isle of Wight Local Resilience Forum, a suite of community resilience plans has been created to support communities develop their own Community Emergency Plans and to prepare for resilience in households and communities.
- 2.4.4 There is much literature on community resilience available in various fields such as international development, social psychology and human health. Broadly, resilience can be categorised as being either person focused or variable focused, as per the WARM² framework.
- 2.4.5 A person focused assessment of resilience considers the personality traits of individuals who meet set resilience criteria. Alternatively, variable focused approaches to resilience explore how people relate to and interact with family and wider social environments, alongside their individual characteristics.
- 2.4.6 This perspective requires a consideration of social capital – the extent to which social relationships with friends, family or the wider community can serve as support networks and enable individuals to bounce back from shocks or withstand adversity.
- 2.4.7 Critically, a variable focused approach is considered to be more appropriate, given that our role as a local government body includes a broad overall remit to repair and strengthen societal fabric.

- 2.4.8 Given all that has been mentioned above, a proposed definition of resilience in the context of our communities is:

“Resilience is the capacity for individuals and communities to respond to and overcome shocks or challenges. It is underpinned by personal and community wellbeing, which creates the capacity to transcend challenges”.

2.5 How resilience and wellbeing interact

- 2.5.1 Resilience and wellbeing are inextricably linked and have a somewhat symbiotic relationship. Drawing on the WARM² framework, **Figure 1** demonstrates this:

Figure 1: How wellbeing and resilience interact at the individual and community level



- 2.5.2 There is no universal definition of wellbeing. Several definitions and conceptual approaches exist; this makes arriving at an overview challenging. This is clearly stated in the exemplar Wellbeing and Resilience Measure (WARM)³ framework developed by the Young Foundation.
- 2.5.3 For this strategy, wellbeing has been considered in context of issues which are relevant to our council, such as sustainable housing development; reducing health inequalities; and improving access to the natural environment. The importance of our place-based, geographical context has also been considered.

³ Taking the temperature of local communities – The Wellbeing and Resilience Measure (WARM) (2010) The Young Foundation. Available at: [Taking-the-Temperature-of-Local-Communities.pdf \(youngfoundation.org\)](https://www.youngfoundation.org/wp-content/uploads/2010/06/Taking-the-Temperature-of-Local-Communities.pdf)

2.5.4 A key distinction is the difference between **objective wellbeing** and **subjective wellbeing**. It is important that this strategy considers both objective and subjective approaches to wellbeing.

- Objective wellbeing is assessed using indicators which are *assumed* to contribute to a person's experience of wellbeing, such as life expectancy at birth, mean years of schooling and gross national income per capital. The assumption is that these socio-economic indicators are reflective of a person's experience of wellbeing⁴.
- Subjective drivers of wellbeing are those factors that are private to the individual through their personal lived experiences. This can be assessed through questions such as "is there anyone who you can totally be yourself with?" and "is there anyone you could rely on to help you from you outside your own household, if you were feeling depressed?"².

2.5.5 The definition of wellbeing in the context of this strategy incorporates both objective and subjective dimensions:

"Wellbeing is a positive state of life satisfaction experienced subjectively by individuals and communities, which is supported by objective enabling infrastructures and support networks".

2.6 Social value

2.6.1 As the definitions for wellbeing and resilience have shown, there are various objective drivers of personal and community wellbeing and resilience. These drivers run across economic, social and environmental plains, and will often overlap. For example, a given level of economic security and affluence might facilitate access to appropriate housing. Similarly, managing public open space to take account of the impact of climate change may improve access, unlocking associated health and wellbeing benefits.

2.6.2 **Social Value** is an approach to measuring the net social, economic and environmental value an organisation or activity brings to society⁵, which is rapidly gaining traction¹². It has been described as "the enduring systemic change created within communities that leads to improved quality of life for individuals and more

⁴ Breaking the gridlock – Reimagining cooperation in a polarized world (2024) United Nations Human Development Programme. Available at: [Human Development Report 2023-24 | Human Development Reports \(undp.org\)](https://www.humandevelopmentreport.org/)

⁵ Social Value Portal (2022) Social Value 101: A guide to getting started. Available at: [Social Value 101: A getting started guide \(socialvalueportal.com\)](https://socialvalueportal.com/)

just, inclusive and equitable societies”⁶. Health, wellbeing and quality of life at both the personal and community level, are key outcomes and drivers of social value, especially in the context of local communities and placemaking.

2.6.3 **Table 1** below lists the four wellbeing and social value frameworks that have been identified in this report, each with their associated drivers identified in the column beneath:

Table 1: Drivers of wellbeing in wellbeing and social value* frameworks

OECD How's Life?	WARM Framework	WELLBY ^{7*}	TOM System ^{8*}
Income and Wealth	Buoyant local economy	Good mental and physical health	More local people in employment
Work and Job	Low crime	Higher and further education	Improved skills for local people
Quality	Effective public services	Work	More opportunities for disadvantaged people
Housing	Strong and stable families	Physical Exercise	Increased levels of volunteering Creating a healthier community Vulnerable people are helped to live independently
Health	Networks of friends	Faith	
Knowledge and Skills	One-to-one services	Relationships	
Environment	Wealth	Fresh Air	
Quality	Health	Retirement	
Subjective Wellbeing	Education	Helping others	
Safety	Life satisfaction		
Work-life balance			
Social Connections			
Civil Engagement			

2.6.4 Historically, the development of community resilience and wellbeing was centred upon needs-based approaches, through assessing the deficiencies in a community or local area and focus on ‘filling in the gaps’, often making communities disempowered and dependent.

2.6.5 An alternative approach emerged, known as Asset Based Community Development (ABCD)⁹, which **focuses on assets in the community, rather than**

⁶ ARUP (2023) Social Value: A UK White Paper. Available at: [social-value-a-uk-white-paper.pdf \(arup.com\)](https://www.arup.com/resources/social-value-a-uk-white-paper.pdf)
⁷ State of Life (2024) WELLBY – Where’s WELLBY? – the big picture and WELLBY Guide. Available at: [WELLBY & TOOLS — State of life](#)
⁸ Social Value Portal (2024) Social Value Measurement – Social Value TOM System™. Available at: [Measurement | Social Value TOM System™ | Social Value Portal](#)
⁹ Kretzmann and McKnight (1993) Building Communities from the Inside Out: A Path Toward Finding and Mobilizing a Community's Assets. Pg. 1-11. Institute for Policy Research.

deficiencies. These assets might include initiatives such as food banks or community pantries which are deeply embedded in the fabric of places at the community level or the relationships between community leaders and the wider community.

- 2.6.6 Good practice is acknowledged to show that a strengths-based approach can successfully challenge isolation and fragmentation in communities by strengthening what is already there.

2.7 Policy, legislation and strategy

- 2.7.1 This work operates in the context of a framework of statutory duties and national and regional policies relating to resilience and wellbeing.

National Legislation

- The Equality Act (2010)
- The Local Government Act (2012)
- The Health and Social Care Act (2022)

National Reports

- Fair Society, Healthy Lives: The Marmot Review (2010)
- Health Equity in England: The Marmot Review 10 Years On (2020)
- Building Health Equity: The Role of the Property Sector in Improving Health (2025)

National Policy and Strategy

- National Planning Policy Framework (revised December 2024)
- Public Health England Strategy (2020 – 2025)
- UK Government Resilience Framework (UKRF) December 2002

Regional Policy and Strategy

- Hampshire County Council Strategic Plan (2021 – 2025)
- Hampshire and Isle of Wight Integrated Care Board Integrated Care Strategy (2022)
- Hampshire Public Health Strategy 2023 – 2026 (2023)
- Community Resilience in Hampshire and the Isle of Wight – Verudatus report (February 2024)

2.8 Winchester City Council's policy and approaches

2.8.1 Many of our policy responsibilities overlap with one another and reinforce strategic policy objectives relating to community resilience. Those of material importance are outlined below:

- Winchester City Council Plan 2025 – 2030 (2025)
- Winchester Community Safety Partnership District Strategic Assessment (2024)
- Winchester District Cultural Strategy (2024)
- Winchester City Council Housing for Winchester - Housing Strategy 2023 – 2028 (2023)

2.8.2 Other policies and strategic documents play a key part in improving health and wellbeing outcomes for people which, in turn, reinforce the ability to respond to and overcome shocks or challenges.

- Winchester City Council Local Plan Joint Core Strategy (2013)
- Winchester City Council Proposed Submission Local Plan (Regulation 19) 2020 – 2040 (2024)
- Winchester City Council Carbon Neutrality Action Plan 2023 – 2030
- City of Winchester Movement Strategy (2019)
- Winchester Green Economic Development Strategy (GEDS) 2021
- Winchester City Council Air Quality Strategy (2024)
- South Downs National Park Authority South Downs Local Plan (2019)

2.8.3 Themes such as health, wellbeing and community cohesion often appear as golden threads which run through different policy and strategy documents, at various spatial levels.

2.8.4 Much of our policy activity and priority aims overlap with one another, in terms of our capacity to drive community resilience and wellbeing. The intention is that this strategy will establish principles that can be applied across all aspects of our work, providing a consistent basis for the relationship between the council and the communities that it serves.

2.9 The council's role

2.9.1 The council takes on a variety of different roles, depending on the context, subject matter, and the needs of our communities. The most common roles are set out in table 2 below:

Table 2: The council's role

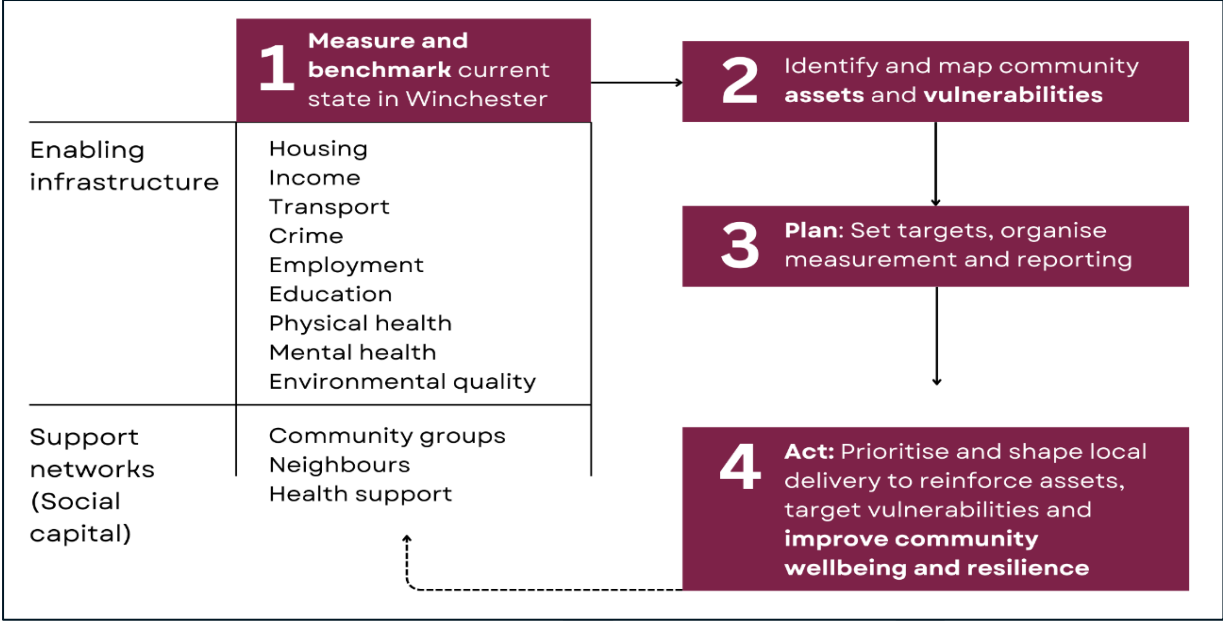
Role	What it means	Key actions	Example
<i>Enabler</i>	The council creates the conditions for community organisations and the voluntary sector to deliver their services or achieve outcomes.	<ul style="list-style-type: none"> • Providing funding or grants • Setting strategic direction or policy frameworks • Removing barriers to community involvement 	Supporting a local charity to run a youth centre by offering a building and funding.
<i>Facilitator</i>	The council brings people and organisations together to collaborate, share resources, and solve problems.	<ul style="list-style-type: none"> • Hosting forums or partnerships • Mediating between stakeholders • Encouraging co-production of services 	Convening a multi-agency group to tackle social isolation in the area.
<i>Provider (or Actor)</i>	The council directly delivers services to residents.	<ul style="list-style-type: none"> • Running services and facilities • Employing staff and managing operations 	Operating a council-run activity programme.
<i>Commissioner</i>	The council plans and purchases services from external providers to meet community needs.	<ul style="list-style-type: none"> • Needs assessment and market shaping • Contracting and performance monitoring 	Commissioning a private operator to run a council-owned leisure centre.
<i>Advocate</i>	The council represents and champions the interests of its residents at regional or national levels.	<ul style="list-style-type: none"> • Lobbying government for funding or policy change • Promoting the area to attract investment 	Campaigning for better transport links or supporting bids for funding from regional or national bodies.
<i>Regulator</i>	The council enforces laws and regulations to protect public interest.	<ul style="list-style-type: none"> • Licensing (e.g. taxis, alcohol) • Environmental health inspections • Planning enforcement 	Inspecting food hygiene standards in community centres.
<i>Steward / Guardian</i>	The council acts as a custodian of public assets and community wellbeing.	<ul style="list-style-type: none"> • Managing public spaces and heritage • Ensuring long-term sustainability 	Maintaining parks or public spaces.

3 Resilience and Wellbeing in Winchester district

3.1 Key drivers

- 3.1.1 While resilience and community wellbeing is difficult to define and relates somewhat to the lived experiences of individuals themselves, the same contributing factors often appear.
- 3.1.2 The work to identify the key drivers of resilience and wellbeing has been informed by academic research covering areas such health, wellbeing economics and psychology, social value measurement frameworks such as WELLBY⁷ and wellbeing frameworks such as the OECD's How's Life?⁷ survey and the Young Foundation's WARM² framework. It draws on thematic areas of importance, where consensus can be seen in terms of the relevance of these factors to resilience and wellbeing.
- 3.1.3 The drivers fall within two main domains of wellbeing and resilience:
- **Enabling infrastructure:** These are evidenced **objective drivers** which support an individual or community's wellbeing and resilience.
 - **Support networks:** Where an individual is currently located across different support networks. This influences their stock of **social capital**, a pertinent driver of wellbeing. This is often **contextual** and **subjective** to the individual.
- 3.1.4 Within each of these two categories, there are a series of specific drivers. These drivers are outlined in **Figure 2:**

Figure 2: Key drivers of resilience and wellbeing in Winchester district



3.1.5 The specific objective drivers of resilience and wellbeing which relate to ‘**enabling infrastructure**’ are:

- **Housing** (access to suitable housing, housing affordability and permanence);
- **Income** (income levels, deprivation levels);
- **Transport** (access to decent and reliable transport systems to 'plug in' to the community);
- **Crime** (feeling safe in your community);
- **Education** (the ability to upskill and gain qualifications to 'open doors');
- **Employment** (decent and meaningful employment);
- **Physical health** (good nutrition, means to exercise);
- **Mental health** (state of self-actualisation, stress management); and
- **Environmental quality** (access to green/blue spaces, quality of spaces)

3.1.6 The specific drivers of embeddedness within ‘**support networks**’ and levels of social capital are:

- **Participation in community groups** (recreational, community, sport or other groups);
- **Access to support from outside your household** (networks of family, friends, colleagues and others); and
- **Neighbourly and community relations** (relationships with those in a geographical proximity).

3.2 Evidence gathering

- 3.2.1 The key drivers been applied to the context of Winchester district to measure and benchmark the area in terms of its performance and community experiences in relation to the drivers outlined above. This measurement exercise was undertaken in two ways.
- 3.2.2 **Statistical evidence gathering** for the enabling infrastructure category, desk-based research which comprised of gathering and modelling socio-economic and environmental data, to measure the 'state of play' in Winchester district. This drew on the JSNA and was supplemented by data from a survey using a “community insight” questionnaire, to get a subjective perspective of access and priorities.
- 3.2.3 **Qualitative evidence gathering** in terms of the support network category, for which the consultants used the following to provide insights into levels of social capital and the existence of support networks for individuals in their communities. They engaged with community members, community leaders, Voluntary, Charitable and Social Enterprises (VCSEs) and both elected and non-elected councillors from across the district of Winchester.
- A **community panel** was established of representatives from local organisations and charities, as well as residents with professional experience relating to resilience and wellbeing. Initial fact-finding calls with applicants gathered individual perspectives on wellbeing and resilience specific to Winchester. The subsequent panel sessions presented statistical findings and preliminary insights from the fact-finding calls, facilitating structured discussion among participants.
 - Targeted **community engagement** was undertaken through organised events at specific locations including The Lifestyle Club, Wickham's Men's Shed, Unit 12 Community Pantry, and the Wellbeing Renew Café. Additional unstructured interviews were conducted at public spaces including Whiteley Shopping Centre, The Arc Library, the University of Winchester Students Union, and Winchester City's high street, ensuring broad community representation.
 - **Engagement with councillors** was undertaken to understand constituency-specific challenges and identify systemic gaps in community resilience and wellbeing support. This approach enabled data collection across diverse community segments, providing place-specific qualitative insights to supplement the quantitative analysis.
 - An **insight questionnaire** was available online for a period of 5 weeks. Details of how to access the survey were shared via our social media channels, website and newsletters. This enabled residents from a variety of geographical areas within the Winchester district to provide qualitative

insights in terms of their subjective experiences of community wellbeing and resilience.

- 3.2.4 Community engagement has also revealed priority areas for community members in terms of wellbeing and resilience, alongside key assets and needs.

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4 Enabling infrastructure

The first of the two main domains of wellbeing and resilience is enabling infrastructure and below is a summary of each of the nine drivers that contributes.

All of these drivers are supported and given strategic direction by existing key policy documents, which are referenced within the summary of each area.

4.1 Housing

- 4.1.1 Winchester district faces acute affordability pressures, with a housing affordability ratio significantly higher than both Hampshire and England/Wales. This challenge extends across both purchase and rental markets. Median house prices in Winchester substantially exceed regional averages and private rental costs are also higher than Hampshire's average. Winchester shows high exposure to housing cost increases associated with remortgaging, payment increases and rising rental costs.
- 4.1.2 Statistical evidence reveals distinct housing challenges across Winchester's Local Plan geographies. Winchester Town demonstrates pronounced internal contrasts, with central wards showing low home ownership and high social housing concentrations, while peripheral areas like Badger Farm have high ownership rates. In contrast, the Market Towns and Rural Area shows high ownership rates but limited social housing provision.
- 4.1.3 The Insight Questionnaire found 73% of respondents ranking decent and affordable housing among their top three wellbeing drivers, with 62% disagreeing or strongly disagreeing that such housing is widely available in the district. This quantitative evidence aligns with qualitative findings from community engagement, where housing emerged as a foundational concern affecting multiple aspects of wellbeing.
- 4.1.4 Housing also emerged as a foundational concern that intersected significantly with other wellbeing factors, with those strongly agreeing they have access to decent and affordable housing reporting an average life satisfaction score of 8.00, compared to 7.07 for those strongly disagreeing. Qualitative research revealed particular challenges in urban areas, where dramatically lower home ownership rates suggest concentrated housing challenges for certain community segments. Community perspectives provided context to these statistics, with residents expressing concerns about "astronomical" housing costs and limited affordable options.
- 4.1.5 The impact of housing on community cohesion and identity emerged strongly in discussions with council members, particularly regarding new developments, with

one councillor sharing a resident's experience: "We were told the promised park wouldn't be completed until our primary school child reached secondary school."

- 4.1.6 A representative from Winchester City of Sanctuary emphasised that "safe housing, feeling physically safe" forms the basic foundation of wellbeing, particularly for vulnerable populations. This connection between housing security and broader wellbeing outcomes was particularly evident in areas like St Luke ward, where 45% of housing is social housing and health outcomes show higher rates of poor self-reported health.
- 4.1.7 The council's Housing Strategy (2023–2028) addresses all these issues to ensure that negative impact on resilience and wellbeing is minimised.

4.2 Income

- 4.2.1 The district's median weekly resident pay exceeds both the Hampshire average and most neighbouring districts¹⁰, positioning it as one of the more affluent areas in the region. However, this prosperity is not universally experienced across the district, as evidenced by the dramatic rise in food bank usage at one site in Winnall, which increased by 142% between 2019 and 2023. This suggests significant income inequality within Winchester, where some residents benefit from the high median earnings while others struggle considerably with the district's high housing costs and cost of living, creating substantial pressure on certain household budgets despite the area's overall economic strength.
- 4.2.2 Income patterns vary across the Local Plan geographies. Winchester Town shows internal income disparities, with Indices of Multiple Deprivation Data (IMD) data placing St Luke and St Bartholomew in lower deciles (1-2), indicating relatively high deprivation. The South Hampshire Urban Areas show moderate Income Deprivation Affecting Children Index (IDACI) scores compared to other geographies. The Market Towns and Rural Area presents contrasts, with higher income areas alongside pockets of rural deprivation.
- 4.2.3 These income challenges have important implications for community wellbeing and resilience. The growing disparity between income and housing costs may force some residents to make difficult choices about basic needs, potentially affecting wellbeing dramatically. The concentrated nature of deprivation in specific areas such as Winchester city risks creating two-tier communities, where some areas face multiple challenges across education, health and living environment domains, while others remain relatively insulated from these pressures.

¹⁰ Where data is most recently available.

- 4.2.4 The council operates a suite of benefit payments, discounts and exemptions that help ensure that negative impacts on resilience and wellbeing resulting from income challenges are minimised.

4.3 Transport

- 4.3.1 The research revealed significant transportation challenges across Winchester district, with both quantitative and qualitative data highlighting access issues. The Insight Questionnaire found that 52% of respondents either "Strongly Disagree" or "Disagree" with having access to reliable and accessible transport options, regardless of their location in the district. This statistical evidence aligns with community engagement findings that identified transport as a critical barrier to accessing services and opportunities.
- 4.3.2 Transport challenges manifested differently across Winchester's geography. While city centre residents reported good access with "buses every 10 minutes," rural communities faced limitations. As one resident noted, "public transport options are limited in rural areas. I often have to drive everywhere." Cost emerged as a significant barrier, with evening service limitations another barrier to access, particularly impacting working residents and young people accessing services.
- 4.3.3 The research also highlighted the importance of active travel infrastructure, with residents emphasising that "Safe cycling infrastructures to allow safe commuting and recreation are crucial for wellbeing." This connects to both environmental and health outcomes, though implementation varies across the district. Disabled residents particularly emphasised transport's role in accessing essential services, with one noting, "As a disabled person, being able to get out of the house easily is important, including healthcare access."
- 4.3.4 The research revealed that residents in parishes on the fringe of the district frequently access services in neighbouring towns like Basingstoke and Fareham rather than Winchester City Centre, suggesting that for them transport infrastructure out of the district is more important.
- 4.3.5 These findings suggest that while Winchester has some transport strengths, particularly in the city centre and rail connections to London, significant gaps exist in providing comprehensive, affordable, and reliable transport options across the district. The impact on service access, community participation, and wellbeing highlights transport as a crucial factor in community resilience.
- 4.3.6 The Winchester District Transport Statement, Winchester Movement Strategy and Local Cycling and Walking Implementation Plans address these issues to ensure that negative impact on resilience and wellbeing is minimised.

4.4 Crime and Community Safety

- 4.4.1 Winchester's crime statistics present a positive picture for community safety and resilience, with total recorded offences (56.09 per 1,000) substantially below the South East average and showing stability between quarters, and sexual offences having notably decreased¹¹. These favourable crime indicators will aid community cohesion by fostering greater trust in public spaces, encouraging more active community participation, and enhancing residents' feelings of safety – all essential elements for building social capital and community resilience in a district that already benefits from relatively high economic prosperity.
- 4.4.2 While crime rates did not emerge as a primary concern in the Insight Questionnaire, we know that safety considerations significantly influence how residents' access and utilise community spaces. The research revealed that perceptions of safety particularly affect vulnerable groups and impact community participation. Survey respondents highlighted the importance of "crime-free neighbourhoods" and "safe streets" as contributors to wellbeing.
- 4.4.3 The qualitative research revealed specific concerns about safety affecting service access, particularly for women and vulnerable groups. As one participant noted, "Women may feel unsafe on their own," highlighting how perceived safety affects utilisation of community assets. University of Winchester representatives noted that young students often struggle with safety due to the lack of good quality lighting on their regular walked routes from university to their accommodation.
- 4.4.4 The research suggests that while Winchester may not face significant crime challenges, perceptions of safety significantly influence community participation and service access. This highlights the importance of considering safety in service design and delivery, particularly for vulnerable groups and in creating accessible community spaces.
- 4.4.5 The council's annual Community Safety Partnership District Strategic Assessment addresses these issues to ensure that negative impact on resilience and wellbeing is minimised.

4.5 Employment

- 4.5.1 Employment data reveals significant variations across the district's communities that have important implications for both wellbeing and resilience. The district shows notable urban-rural disparities, with rural areas generally demonstrating higher economic activity rates (>60%) compared to urban areas (<55%).

¹¹ [LGA's Inform benchmarking tool](#)

- 4.5.2 Employment patterns across Winchester Town areas vary significantly, with St Paul ward showing high professional occupation rates (34%) while St Luke demonstrates low economic activity (44.6%). The South Hampshire Urban Areas show diverse patterns, with Bishop's Waltham having economic activity rates of 56.9% and Market Towns and Rural Area wards like Central Meon Valley reaching 59.3%. Winchester overall has strong representation in professional and managerial roles, exceeding both regional and national averages, though these roles are not evenly distributed across all wards.
- 4.5.3 Winchester's overall economic inactivity rates are lower than the national average across most categories, including those looking after home/family and those with long-term sickness/disability. This suggests relatively high access to employment opportunities, though the variations between wards indicate that some communities may need targeted support to enhance their access to employment markets and therefore enhance community wellbeing and resilience.
- 4.5.4 The council's Green Economic Development Strategy (GEDS) addresses these issues to ensure that negative impact on resilience and wellbeing is minimised.

4.6 Education

- 4.6.1 The district demonstrates strong formal educational attainment, significantly exceeding the national average, with most schools achieving Good or Outstanding Ofsted ratings.
- 4.6.2 Educational attainment and access show notable variations across Winchester emerging Local Plan geographies. Winchester Town demonstrates high educational attainment (particularly in peripheral wards) with good access to educational institutions, including higher education facilities. The South Hampshire Urban Areas show more moderate educational outcomes but maintain good access to schools. The Market Towns and Rural Area presents generally strong educational attainment but faces challenges in accessing further education and skill development opportunities, with the district's overall attainment rate masking significant geographic variations.
- 4.6.3 Geographic distribution analysis exposes notable urban-rural disparities. Central Winchester benefits from major institutions like Peter Symonds College and the University of Winchester, while rural areas face more limited institutional access with fewer but more evenly distributed schools. This institutional landscape directly impacts service accessibility, as highlighted by one youth worker: "Schools struggle to interact with third party organisations. Barriers seem to be up for children seeking support, schools can't provide everything their students require and in turn they struggle to access services out there."

- 4.6.4 While Winchester's educational infrastructure demonstrates strong formal metrics, the research revealed that educational infrastructure could serve a broader purpose beyond academic outcomes, functioning as vital hubs for their communities, connecting families with available support services.
- 4.6.5 The council has little role in formal education, as this is a statutory responsibility of Hampshire County Council.

4.7 Physical Health

- 4.7.1 Physical health emerges as a fundamental driver of community wellbeing in Winchester, with the Insight Questionnaire identifying it as residents' highest-ranked factor in personal wellbeing. The district demonstrates strong overall health outcomes, with average life expectancy exceeding the national average and 87% of respondents reporting good access to healthy lifestyle enablers, including nutritional diet opportunities.
- 4.7.2 However, there are stark variations when considering Winchester district emerging Local Plan geographies, with a difference in average life expectancy of more than 7 years. Within Winchester Town, there are pronounced inequalities, with St Luke recording the lowest life expectancy and relatively poor self-reported health, while peripheral areas such as St Paul and Badger Farm demonstrating better outcomes. In the South Hampshire Urban Areas, health outcomes are better, but the Market Towns and Rural Area consistently shows the most positive health indicators.
- 4.7.3 Childhood obesity rates particularly highlight health inequalities across the district. While Winchester's overall rate compares favourably to the national average, significant ward-level variations exist. These health disparities often align with broader socioeconomic factors, particularly in urban areas, suggesting a complex and multi-layered set of factors that challenge community wellbeing.
- 4.7.4 The importance of preventative approaches and integrated support systems was strongly emphasised in the qualitative research findings. Participants shared positive experiences with social prescribing initiatives and community hubs, while identifying opportunities for expanding these approaches. One healthcare professional noted that "Social prescribing is an incredible source of improving wellbeing but need GPs to drive this more," highlighting both the potential of this approach and current implementation challenges. These preventative health strategies take on particular significance when considered alongside Winchester's documented geographic health disparities.
- 4.7.5 The research identified integrated community hubs as effective delivery mechanisms for preventative health services. These multifunctional spaces combine practical support with health promotion, creating environments where

preventative approaches become embedded in everyday community interactions. The success of prevention-focused initiatives demonstrates the efficacy of community-based health interventions, though financial barriers like participation fees may restrict access to beneficial preventative health services. These findings align with the Framework's focus on building resilient community support structures that can prevent and address wellbeing challenges.

- 4.7.6 While Winchester generally maintains strong health outcomes, significant inequalities could affect community resilience. Urban areas, particularly St Luke, consistently show poorer health outcomes across multiple indicators, highlighting the need for targeted interventions to build health-related resilience in these communities.
- 4.7.7 The council will shortly be developing an Active Wellbeing Strategy, which will address the relationship between physical health and broader socioeconomic factors with a comprehensive approach that considers multiple determinants of wellbeing.

4.8 Mental Health and Wellbeing

- 4.8.1 Mental health in Winchester presents a complex landscape of challenges, with significant variations across areas and demographics but a concerning rise in depression rates between 2016 and 2023. This statistical pattern is reflected in community experiences, with mental health emerging as a critical concern through both quantitative and qualitative research.
- 4.8.2 The Insight Questionnaire revealed clear correlations between mental health support and overall wellbeing, with respondents having access to mental health support outside their household reporting notably higher life satisfaction scores (7.8) compared to those without such support (6.2).
- 4.8.3 Geographic analysis reveals significant disparities, particularly in self-harm admission rates. While Winchester's overall self-harm admission ratio (107.36) sits slightly above the national baseline (100), urban areas show markedly higher rates. St Luke ward records the highest at 180.08 - almost 80% above the national average - while more affluent rural areas like Upper Meon Valley show much lower rates (41.94).
- 4.8.4 Youth mental health emerged as a particular concern, with one mental health youth worker observing that "People tend to be younger in Winchester suffering from Mental health problems, and more likely to present with suicide and self-harm, compared to Portsmouth and Southampton." This observation aligns with the statistical evidence showing elevated self-harm rates in urban wards including St Michael, St Paul, and St Bartholomew.

- 4.8.5 However, the importance of community connections in supporting mental health was consistently emphasised by residents, with one noting "Feeling part of a community, which I do. Volunteering has also improved my mental health."
- 4.8.6 It should be noted that COVID-19 in particular, had adverse impacts on mental health at both national¹² and global¹³ scales. These findings suggest that while Winchester district faces significant mental health challenges, particularly in urban areas and among younger populations, there are active community-led responses and preventative wellbeing services. However, access to these services varies across ward demographics, indicating a need for targeted support in areas showing higher vulnerability.
- 4.8.7 The council has a Cultural Strategy and will shortly be developing an Active Wellbeing Strategy, both of which will reflect their roles in supporting and promoting positive mental health.

4.9 Access to Green Space

- 4.9.1 Environmental quality and access demonstrate distinct patterns across Local Plan geographies. Winchester Town wards like St Luke and St Paul have smaller private outdoor spaces and Town wards show greater deficits in public open space. Peripheral areas to Winchester Town like Badger Farm and Oliver's Battery maintain larger private spaces and better access to public green space.
- 4.9.2 Within the South Hampshire Urban Areas, there's moderate provision but notable variations - Whiteley and Shedfield demonstrates suburban characteristics with moderate outdoor space sizes, while Denmead shows a notable public space deficit. The Market Towns and Rural Area consistently shows the largest private outdoor spaces, though access to public green space varies significantly. What should be noted is that everywhere in the district, even the built up areas of Winchester town, is within a short travelling distance of countryside.
- 4.9.3 The qualitative research revealed strong engagement with Winchester's green and open spaces, though access and quality vary across the district. The Insight Questionnaire showed that 67% of respondents either "Strongly Agree" or "Agree" they have good access to high-quality green spaces, suggesting generally positive provision of environmental amenities across Winchester.

¹² Centre for Mental Health (2024) COVID-19 and the Nation's Mental Health. Available at: [Covid-19 and the nation's mental health - Centre for Mental Health](#)

¹³ World Health Organization (2022) Mental Health and COVID-19: Early evidence of the pandemic's impact. Available at: [Mental Health and COVID-19: Early evidence of the pandemic's impact: Scientific brief, 2 March 2022](#)

- 4.9.4 Qualitative engagement revealed how these spaces serve multiple functions for community wellbeing. Participants consistently emphasised the value of natural environments for both physical and mental health, with one forest therapy practitioner noting that "nature connectedness" helps people "feel part of something bigger than yourself" and reduces feelings of isolation. The research found that green spaces provide crucial opportunities for exercise, relaxation, and social interaction, contributing to multiple aspects of community wellbeing.
- 4.9.5 However, the research identified important barriers to environmental access. Financial constraints caused by parking charges and safety considerations for certain demographic groups were both highlighted as barriers to access. Comments from residents emphasised the importance of having "access to parks and green spaces" alongside concerns about pollution levels, suggesting environmental quality significantly influences community perceptions of wellbeing.
- 4.9.6 The research revealed geographic variations in access to publicly managed green space, but good access to ample open countryside means that Winchester district is well served.

4.10 Conclusions

- 4.10.1 The council already has a broad and comprehensive set of strategies that direct our work to ensure that the key enabling infrastructure of wellbeing and resilience is in place.
- 4.10.2 It is important that we remain sighted on the community-level need that sits below these strategic documents. Work with partners such as the police, health agencies and county council help us to achieve this but, most importantly, we must have a basis for constructive engagement with our communities. This will ensure that issues are brought to our attention and that communities have the ability to proactively trigger a community response or action to address challenges and build local resilience from the ground up. Section 6 identifies a series of pathways and principles through which we will seek to make this possible.

5 Social capital and support networks

The second of the two main domains of wellbeing and resilience is social capital and support networks. Below is a summary of the three drivers that contribute to this domain.

However, unlike the enabling infrastructure detailed in section 4, there are no key policy documents to support and give strategic direction to these factors. The remainder of this strategy is therefore focussed on establishing a series of key principles that shape our efforts to protect and enhance social capital and support networks across the district.

5.1 Participation in community groups

- 5.1.1 Participation in social activities has multiple benefits for wellbeing. It reduces feelings of loneliness and isolation, improves self-esteem and confidence, encourages learning and growth, and encourages healthier behaviours. When people from diverse backgrounds come together in social settings, they share experiences, break down stereotypes, express their identity proudly and build trust.
- 5.1.2 Winchester district is blessed with a wealth of community groups, organisations and opportunities to participate. Groups range from large and formal with numerous paid employees, to small and informal based only on volunteer efforts. Some have existed for many years, whereas others have only emerged recently in response to current needs and challenges. In 2023, across the whole of Hampshire, there were more than 10,000 voluntary community and social enterprise (VCSE) organisations¹⁴.
- 5.1.3 One of the great strengths of the VCSE sector in Winchester is its reach across the entire district. It takes different forms in different places, but VCSE organisations are present and active across all Local Plan geographies. They often emerge and develop organically, as a community-led response to a local problem rather than a top-down solution to an identified need.
- 5.1.4 Stakeholder engagement showed community participation with organisations and activities external to individual's households to be strong, with 73% of respondents engaging in community, recreational, or sport group activities at least monthly.
- 5.1.5 However, the research also identified significant challenges in coordinating and communicating about community resources. This suggests that while Winchester

¹⁴ Action Hampshire (2023) Hampshire's State of the VCSE Sector. Available at: [State-of-the-VCSE-Sector-2022-Final-Version.pdf](#)

possesses significant social capital, barriers to information flow may limit its full utilisation. Multiple stakeholders highlighted fragmented communication channels between service providers, with participants in both the Community Panel and engagement sessions describing instances where parallel initiatives operated without awareness of each other. The Insight Questionnaire further supported this finding, as respondents frequently mentioned discovering essential services through informal networks rather than official channels, indicating systematic gaps in information dissemination that could be addressed through coordinated communication strategies.

5.2 Access to support from outside your household

- 5.2.1 The COVID pandemic had a profound impact on communities. Lockdowns and social distancing disrupted daily life, leading to increased feelings of isolation, especially among the elderly and vulnerable. Many communities saw a rise in mutual aid groups, food banks, and volunteer efforts to support those in need, but access to these services became more challenging. This highlighted the crucial part that support from beyond the household plays in maintaining personal wellbeing for everyone but, in particular, those already experiencing some form of anxiety, depression or stress.
- 5.2.2 The qualitative research revealed strong correlations between social connections and community wellbeing in Winchester, supported by both quantitative and qualitative evidence. The Insight Questionnaire demonstrated that 69% of respondents feel part of supportive networks outside their household, with these individuals reporting notably higher life satisfaction scores compared to the national average.
- 5.2.3 The research with stakeholders revealed particularly strong neighbourhood connections, with 78% of respondents reporting good relationships with neighbours. Those strongly agreeing they had positive neighbourly relations demonstrated higher life satisfaction scores compared to those without such connections.
- 5.2.4 Mental health support through social networks emerged as particularly significant. The data showed that 56% of respondents had someone outside their household they could rely on for mental health support, with these individuals reporting markedly higher life satisfaction compared to those without such support. This quantitative evidence aligns with qualitative findings about the importance of community connections for wellbeing.
- 5.2.5 The research highlighted how informal support networks complement formal services. Participants emphasised the role of local groups, community events, and shared spaces in fostering vital social connections. This suggests the need for

approaches that strengthen both formal service provision and informal community networks simultaneously.

5.3 Neighbourly and community relations

- 5.3.1 A sense of identity and belonging are deeply connected to a person's overall wellbeing. Identity gives people a clear understanding of who they are — their values, beliefs, and purpose – while a sense of belonging helps people feel accepted and valued. These are often expressed as pride in place, a powerful expression which fosters trust, mutual respect, and social cohesion, and encourages active participation.
- 5.3.2 A key focal point for community identity across Winchester are the network of 44 parish and town councils and four parish meetings that form the lowest tier of local government, and they play a vital role in representing and serving the interests of their local communities. Parish and town councils vary greatly in their size and activity but, in all cases, they help define the identity of the community they represent.
- 5.3.3 While the South Hampshire Urban Areas and Market Towns and Rural Area have complete coverage of parish and town councils, this tier of local government is missing in Winchester Town. Work is currently underway to review this, via a Community Governance Review that will determine the shape of future governance in the town area. In the meantime, the City Council fulfils this role for the town area and several neighbourhood-based community associations and resident forums provide a platform for local people to have a voice and a focal point for community activity.
- 5.3.4 Another key focal point for community activity are the community buildings that exist in all but the smallest of settlements across the district. Community centres and village halls are supplemented by scout huts, sports clubs and church halls to provide a network of facilities that host a huge variety of activities and services that meet all needs. Most are run by volunteers, with local people best placed to understand and respond effectively to local needs and challenges.
- 5.3.5 The qualitative research revealed innovative approaches to building social capital, exemplified by initiatives like The Carroll Centre's 'peg it forward' system. This program demonstrates how community spaces can strengthen social bonds while supporting wellbeing through practical support mechanisms. As one participant noted, "Support systems are important to enable us to bounce back," highlighting the connection between social capital and community resilience.
- 5.3.6 The infrastructure supporting social connections emerged as a critical concern. The research identified two parallel challenges: delays in delivering community infrastructure in new developments, which inhibits social network formation, and

deterioration of existing facilities, which threatens established community bonds. As one councillor illustrated: "We were told the promised park wouldn't be completed until our primary school child reached secondary school." This sequencing approach systematically undermines community cohesion in developing areas.

- 5.3.7 Geographic variations in social connection emerged as important, particularly in southern parishes where residents often access services in neighbouring districts. This pattern suggests social networks may develop along practical access routes rather than administrative boundaries, highlighting the need for flexible approaches to supporting community connections and for collaboration with neighbouring areas.
- 5.3.8 Social capital plays a crucial role in enhancing a community's ability to respond effectively to unexpected events—such as natural disasters, public health crises, or economic shocks. This local capacity reduces the reliance on formal services by enabling faster mobilisation of local volunteers and resources, providing local intelligence and supporting recovery through community solidarity. Community-led self-help, mutual aid and informal care networks are key components of a rapid and effective response to public emergencies.

5.4 Conclusions

- 5.4.1 These findings demonstrate that while Winchester has strong foundations of social capital, strategic support is needed to ensure these networks effectively serve evolving community needs and remain accessible to all residents.
- 5.4.2 The clear correlation between social connections and life satisfaction suggests investing in community networks could significantly enhance overall community wellbeing and resilience. This requires both supporting social network formation in new developments and maintaining existing community facilities, particularly in areas with economic challenges where such spaces serve as crucial hubs for social connection.
- 5.4.3 We have data that tells us where inequality is the greatest and health outcomes for people are worse. The same areas often show weaker social networks, less volunteering and fewer community groups and activities. This gives us a clear steer as to the areas where we should focus and prioritise our support and will help inform the sort of programmes and activities we enable, commission or deliver.

6 Pathways and principles

- 6.1.1 The council has identified five pathways to build social capital and create stronger, more resilient communities across the district, as shown in figure 3. These pathways have strong links to the Council Plan and each is supported by some guiding principles, which will always be at the heart of the council's work and which will help our communities to thrive and succeed.

Figure 3: Pathways to create stronger, more resilient communities



Pathway 1: A sense of place and belonging

- 6.1.2 This pathway strengthens the connections between people, and with the place in which they live. It reflects the important physical elements that contribute to resilient communities and all the things that make a place special. The council's role as Local Planning Authority gives us a unique opportunity to seamlessly integrate the development of physical and social infrastructure.
- 6.1.3 The principles that support this are:
- **Promote and celebrate local identity and pride in place....** through the creation of new communities at our major development sites; empowering and working collaboratively with a network of effective parish and town councils; reviewing the effectiveness of local governance and making

improvements through the Community Governance Review process; and by encouraging communities to take ownership of and resolves the issues of importance to them.

- **Celebrate diversity and promote inclusion....** by supporting the *City of Sanctuary* principles and making this a welcoming place for everyone; promoting the benefits of intergenerational activity; and through a wide range of festivals, celebrations, creative and cultural activities.
- **Secure, protect, support and promote the use of key community assets....** to ensure a thriving network of community centres and village halls in settlements across the district; by securing new, modern facilities on our major development sites; through the *Community Right to Bid* process that protects Assets of Community Value; using Community Infrastructure Levy (CIL) funding to invest in and improve infrastructure; and through the continued use of community buildings as polling stations to encourage greater participation in the democratic process.
- **Activate and utilise under-used public spaces, such as schools or churches, for wider community activity....** to increase capacity and avoid duplication of effort; recognise their important roles as 'anchors' within their communities; and strengthen connections and joined-up thinking.

Pathway 2: Strong governance and local voice

6.1.4 This pathway refers to both formal and informal structures that are transparent, accountable, and effective. Public trust and social cohesion are built on the foundations of democracy, local leadership and representation. This was highly visible during recent events such as the COVID pandemic and cost-of-living crisis, when local communities were responsive and agile in finding solutions that best served the people that lived there.

6.1.5 The principles that support this are:

- **An effective network of parish and town councils....** with devolved responsibility for managing local assets; that takes ownership of local issues and finding solutions; shaped by public opinion through regular elections and the use of Community Governance Reviews; and with clear and effective lines of communication to the council and other statutory bodies.
- **Voluntary sector representation as a strategic partner....** through overarching community and voluntary sector (CVS) infrastructure organisations to represent the wider sectoral voice; and opportunities for CVS organisations to influence strategic decisions or policy direction.

- **Local involvement in emergency response....** underpinned by community resilience plans; utilising local knowledge and experience to ensure the best outcomes for local people; and supporting the formal emergency planning responses of the local authorities when dealing with unplanned and unexpected events.

Pathway 3: An independent and empowered sector

- 6.1.6 This pathway recognises the value that the voluntary sector adds to society. It can move at pace and adapt as circumstances change. It fills gaps in services where statutory services are limited or absent. It can drive innovation by testing new ideas and piloting innovative approaches to social issues, unconstrained by public sector bureaucracy. If sufficiently empowered, the sector can build capacity and unlock untapped resources.
- 6.1.7 The principles that support this are:
- **Grant funding and other support....** including annual core funding for strategic partner organisations that provide essential services; smaller one-off project and innovation funding to test new ideas and introduce new services; discretionary rate relief for organisations with their own premises; endorsement and encouragement for organisations seeking external funding to bring value into the district; and sharing of skills, expertise and knowledge.
 - **Promotion and encouragement for volunteering....** through support for the organisations that recruit volunteers; recognising and celebrating volunteers and the value of their work; collaboration with public and private sector partners to create an environment where volunteering thrives; and promoting the principle of workplace volunteering.
 - **Collaboration between agencies to simplify** reducing bureaucracy, aligning funding and priorities; bringing consistency to reporting mechanisms; avoiding conflicting policies; and removing barriers for people who access services in neighbouring districts.

Pathway 4: A better life for people who face the toughest circumstances

- 6.1.8 This pathway acknowledges that some parts of our community need more support than others. Many people have a strong support network of family, friends or neighbours but others are less fortunate. Some communities are blessed with strong leadership, powerful voice, willing helpers and responsive support groups. But other people and communities are less fortunate, so tackling disadvantage, addressing isolation, building community cohesion where it is

lacking and supporting those in need is essential to create a future where everyone has the same opportunity.

6.1.9 The principles that support this are:

- **React and respond to changing circumstances....** through swift introduction of intensive support such as the COVID or cost-of-living programmes; by long-term planning and focussed investment in new communities on major development sites; and by embracing new groups and involving them in shaping the support they receive, as we did with displaced Ukrainian nationals.
- **Target effort to maximise impact...** by acknowledging that some areas need more help than others; prioritising effort and funding where it can make the most difference; and building social capital to help people to help themselves.

Pathway 5: Connected and informed communities

6.1.10 This pathway recognises the diverse and responsive nature of our communities and the vast wealth of skills, knowledge and experience they contain. It is important that good practice is shared, knowledge passed on and efforts joined up. The council and other public services also hold information that could be powerful in helping communities to identify and develop solutions, especially if made accessible in digital, interactive formats.

6.1.11 The principles that support this are:

- **Networking and collaboration....** via the Social Inclusion Partnership and other multi-agency partnerships and networks; collaborative working to avoid duplication of effort; identification of mutual aims and objectives to align efforts and strengthen alliances; and by sharing and celebrating each other's successes.
- **Sharing of information, data and intelligence....** Census / surveys / research / open mapping (GIS) / listening to stakeholders / local intel for emergency planning / facilitation role
- **Measuring and demonstrating the impact of community initiatives....** by being data-led; and using social determinants of health and social value models to demonstrate progress; utilising case studies to show the qualitative impact of our work; and disaggregating evidence to smaller geographical areas to enable targeted intervention and strategic decision-making.

7 Conclusion

- 7.1.1 The strategy identifies a series of pathways through which the Council can cultivate a more resilient and thriving community through 2030 and beyond. By embracing a collaborative, community-centric approach that builds on existing engagement structures and partnerships, we can make significant strides in strengthening communities and enhancing wellbeing across the district. Through continued engagement with diverse community voices, including traditionally underrepresented groups, we will ensure that local stakeholders play a full part in delivering the strategy's objectives.
- 7.1.2 Following recent national developments, the strategy will be deployed amidst local government reorganisation and the establishment of a Mayoral Combined County Authority for Hampshire and the Solent. For Winchester, whilst the structure of the public bodies who have the ability to deliver services in support of these drivers, will shift and change over the coming years, the role of communities has never been more important, and the key drivers of community resilience will remain the same.
- 7.1.3 The strategy is built on a foundation of evidence gathering, combining in-depth statistical analysis with qualitative insights from community engagement events, interviews, and surveys. This mixed-methods approach has enabled us to develop a nuanced understanding of community needs and aspirations, identifying existing strengths and opportunities for targeted interventions. It will be crucial that we continue to collect and use solid evidence to shape our work and ensure that it remains targeted and focused as time passes and things change around us.
- 7.1.4 The strategy's emphasis on Asset-Based Community Development (ABCD) principles ensures that community capabilities are central to its development and implementation. This focus on leveraging existing assets empowers communities to take ownership of their resilience-building efforts.
- 7.1.5 The pathways set out in the strategy to build social capital and create stronger, more resilient communities require long-term commitment to yield the greatest benefits. However, we will continue to address immediate challenges through short-term interventions that will also yield significant benefits.
- 7.1.6 Through the strategy, we have established a clear framework for co-producing improved community resilience across the district. By working together with our communities, we can build a more vibrant, inclusive, and resilient Winchester for all.

24 November 2025

HEALTH AND ENVIRONMENT POLICY COMMITTEE WORK PROGRAMME 2025/26

	Item	Lead Officer	Date for Committee	Date for Cabinet
2 DECEMBER 2025				
1	Climate Adaptation (HEP045 and presentation)	Rick Smith/Alex Eburne	2 December 2025	
2	Community Resilience Strategy (HEP044)	Steve Lincoln	2 December 2025	
25 FEBRUARY 2026				
3	Enhanced Biodiversity Duty	Rick Smith/Zoe Goldsmith	25 February 2026	
4	Support creation of local carbon credits (Item & date tbc)	Rick Smith/ Alex Eburne	25 February 2026	
POTENTIAL ITEMS CURRENTLY UNALLOCATED				
5	Public Spaces Protection Orders and Enforcement			
6	Street Scene Operational Delivery			
7	Leisure Contract - VAT Treatment			
8	Building a resilient Waste Service for the future			
9	Task and Finish Group - Electric Vehicle Charging Points			
10	Task and Finish Group - Private Sewerage Systems			

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