



Meeting	Licensing & Regulation Committee
Date and Time	Monday, 29th September, 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 (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

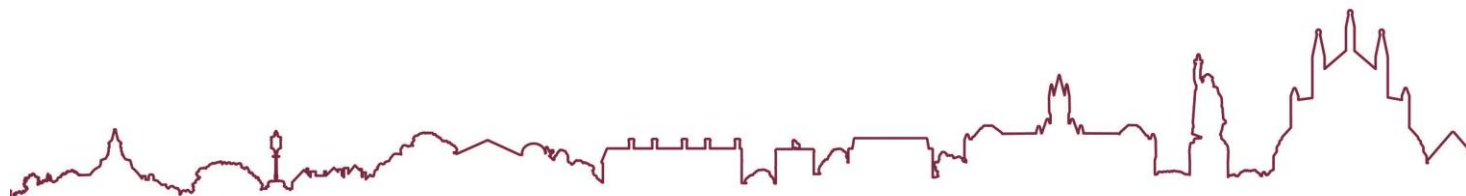
PROCEDURAL ITEMS

- 1. Apologies and Deputy Members**
To record the names of apologies given and Deputy Members who are attending the meeting.
- 2. Disclosures of Interests**
To receive any disclosure of interests from Members or Officers in matters to be discussed.
Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests (DPIs), other registerable interests (ORIs) and non-registerable interests (NRIs) in accordance with the Council's Code of Conduct.
- 3. Minutes of the previous meeting held on 16 June 2025** (Pages 5 - 8)

BUSINESS ITEMS

- 4. Public Participation**
To receive and note questions asked and statements made from members of the public on issues relating to the responsibility of this Committee.

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 Tuesday 23 September 2025** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.



5. Community Governance Review - Winchester Town Area - Draft Terms of Reference (LR603) (Pages 9 - 32)

**Laura Taylor
Chief Executive**

All of the Council's publicly available agendas, reports and minutes are available to view and download from the Council's [Website](#) and are also open to inspection at the offices of the council. As part of our drive to minimise our use of paper we do not provide paper copies of the full agenda pack at meetings. We do however, provide a number of copies of the agenda front sheet at the meeting which contains the QR Code opposite. Scanning this code enables members of the public to easily access all of the meeting papers on their own electronic device. Please hold your device's camera or QR code App over the QR Code so that it's clearly visible within your screen and you will be redirected to the agenda pack.



19 September 2025

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

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

MEMBERSHIP:

Councillors

Chairperson: Laming (Liberal Democrats)

Vice Chairperson: Morris (Liberal Democrats)

Conservatives

Cunningham
Langford-Smith

Liberal Democrats

Brophy
Gordon-Smith
Latham
Pett
Wise

Green

Wallace

Conservatives

Bolton and Godfrey

Deputy Members Liberal Democrats

Small and Tippet-Cooper

Green

Lee

Quorum = 4 members

PUBLIC PARTICIPATION

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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LICENSING & REGULATION COMMITTEE

Monday, 16 June 2025

Attendance:

Councillors
Laming (Chairperson)

Morris
Brophy
Cunningham
Gordon-Smith

Latham
Pett
Wallace
Wise

Apologies for Absence:

Councillors Langford-Smith

Deputy Members:

Councillor Godfrey

Members in attendance who spoke at the meeting

Councillors Batho, Horrill, Becker and Cramoysan

Other members in attendance:

Councillor Bolton

[Video recording of this meeting](#)

1. **APOLOGIES AND DEPUTY MEMBERS**

Apologies were received from Councillor Langford-Smith, with Councillor Godfrey deputising as noted above. Councillor Langford-Smith was in attendance at the meeting from approximately 7pm to observe proceedings and took no part in the debate or decisions made.

2. **APPOINTMENT OF VICE-CHAIRPERSON**

RESOLVED:

That Councillor Morris be appointed as the vice-chairperson of the committee for the 2025/26 municipal year.

3. **DATE & TIME OF FUTURE MEETINGS OF THE COMMITTEE**

RESOLVED:

That the date and time of future meetings of the committee be noted.

4. **DISCLOSURES OF INTERESTS**

Councillor Wallace declared a disclosable pecuniary interest in respect of various items on the agenda due to his role as a Hampshire County Councillor. Councillor Pett also declared a disclosable pecuniary interest in respect of various items on the agenda due to his role on the South Downs National Park Authority. However, as there was no material conflict of interest, they remained in the room, spoke and voted under the dispensation granted on behalf of the Audit and Governance Committee to participate and vote in all matters which might have a County Council and South Downs National Park involvement.

5. **MINUTES OF THE PREVIOUS MEETING ON 6 DECEMBER 2023**

RESOLVED:

That the minutes of the previous meeting held 6 December 2023 be agreed as a correct record.

6. **PUBLIC PARTICIPATION**

Patrick Davies spoke regarding report LR594 as summarised briefly below. Mr Davies expressed concern about the potential additional costs and increased bureaucracy in creating a town council for Winchester. He considered it would be contrary to the purpose of local government reorganisation, which was to streamline and clarify local services in a new unitary authority, and ran the risk of alienating neighbouring local authorities. He believed that the alternative option of creating a charter trustees for the Winchester town area should be pursued instead.

7. **REVIEW OF THE PAVEMENT LICENCE POLICY**
(LR593)

The Cabinet Member for Recycling and Public Protection and the Licensing Manager introduced the report and drew members' attention to the proposed changes as summarised in paragraph 11.5 of the report. The Licensing Manager clarified that if the Highways Authority made significant comments, these would be considered by herself in consultation with the Service Lead for Public Protection and the chairperson.

At the invitation of the chairperson, Councillor Batho addressed the committee as summarised briefly below.

Councillor Batho supported the proposed review and queried whether it would be possible to require premises to display a notice showing the area licenced.

In response, the Licensing Manager suggested that an alternative proposal could be to require licensed premises to train staff on the area of the licence. This would reduce the potential for practical issues in displaying a notice and also additional possible additional enforcement work for officers. Members believed that this would help address any issues with premises not adhering to the licenced area. Councillor Cramoysan suggested that members feedback any potential issues on the operation of the revised licence and a further review could be undertaken at a future date if required.

The Licensing Manager responded to questions from the committee on the proposal as outlined in the report.

RESOLVED:

1. That the amendments to the Draft Pavement Licensing Policy be agreed as set out at Appendix 1 of the report to ensure that it reflects the current Government guidance, and;
2. That the Licensing Manager be authorised to consult Hampshire County Council, as the Highways Authority, on the amendments to the revised Policy. If the Highways Authority have no significant comments, that the revised Policy will be implemented with effect from 1 August 2025.

8. **COMMUNITY GOVERNANCE REVIEW: WINCHESTER TOWN AREA**
(LR594)

The Director (Legal) introduced the report and highlighted that the draft terms of reference for the CGR would require approval by an additional meeting of the committee in September 2025. The primary purpose of this report was to agree the establishment of a member task and finish working group and formal consultation would commence following approval of the terms of reference. The Director (Legal) requested an addition to the report's recommendations to grant authority to appoint the members of the task and finish group to himself in consultation with the committee chairperson. This was agreed as set out in resolution 3 below.

At the invitation of the chairperson, Councillors Horrill and Batho addressed the committee as summarised briefly below.

Councillor Horrill

Councillor Horrill stated that she was supportive of the request to undertake a CGR for the unparished sections of the Winchester Town area but had concerns about this being expanded to areas of the district which were already parished. She highlighted the potential shortage of officer availability and considered this would better be prioritised to assist with other areas of the district which might potentially be impacted by the

wider Local Government Reorganisation (LGR). She requested that other options for preserving the mayoralty be investigated and that the terms of reference for the CGR be restricted to the town unparished areas.

Councillor Batho

Councillor Batho emphasised that the Winchester Town Forum's request for a CGR was a direct result following on from the government's LGR proposals and the purpose was to address to consequential democratic representation deficit for residents in the unparished areas. As part of this review, he considered it sensible for residents of some areas bordering the unparished town areas to be consulted on whether they should be included. He also highlighted the importance of ensuring the mayoralty was preserved,

Councillor Becker responded to the comments made by both councillors, in addition to those made by Patrick Davies during public participation.

Councillor Becker and the Director (Legal) also responded to questions from committee members, including on the role of the committee in the CGR process, the potential costs of the review process and that the final decision would be taken by full Council. It was noted that an additional committee meeting would be required in September to consider the draft terms of reference for the CGR. NB Subsequent to the meeting, this date was agreed for 29 September 2025.

RESOLVED:

1. That the contents of the report be noted, acknowledging the potential for a Community Governance Review in the Winchester town area and the broad implications associated with such a review.
2. That a Task and Finish group of 6 members be established to be formed of 2 members of the Town Forum plus 4 other members to include representation from all 3 political groups. This group will be responsible for providing member oversight and guidance during the initial stages of the Community Governance Review, working closely with the officer project team.
3. That authority be delegated to the Director (Legal), in consultation with the chairperson of Licensing and Regulation Committee, to appoint to the Task and Finish Group following receipt of nominations from Group Managers.

The meeting commenced at 6.30 pm and concluded at 8.10 pm

Chairperson

REPORT TITLE: COMMUNITY GOVERNANCE REVIEW: WINCHESTER TOWN AREA – DRAFT TERMS OF REFERENCE

29 SEPTEMBER 2025

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

Contact Officer: : Gareth John, Director (Legal) Tel No: 01962 848135 Email gjohn@winchester.gov.uk

WARD(S): ALL WARDS

PURPOSE

1. This report presents the draft Terms of Reference (ToR) for the Community Governance Review (CGR) of the Winchester Town Area for consideration and approval by the Licensing and Regulation Committee.
2. This follows the Committee's resolution on 16 June 2025 (Report LR594) to proceed with a CGR and to establish a cross-party Member Working Group to provide oversight and guidance during the initial stages.
3. The Working Group has now met on two occasions to consider the scope and content of the ToR. This report presents the draft ToR, as endorsed by the Working Group.

RECOMMENDATIONS:

It is recommended that the Licensing and Regulation Committee:

1. Approve the draft Terms of Reference for the Community Governance Review of the Winchester Town Area, as set out in Appendix 1.
2. Approve the indicative timetable for the review, as outlined within the Terms of Reference.
3. Delegate authority to the Director (Legal) to make any minor amendments to the Terms of Reference prior to publication, to determine the specific date of its publication and to initiate the first stage of public consultation.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 The Council Plan 2025 – 2030 sets out a priority for "Listening and Learning". An action within this priority is to undertake a "Community Governance Review to ensure a strong network of parish and town councils across the entire district – capable of operating in any new local government structures". This review directly delivers on that commitment.

2 FINANCIAL IMPLICATIONS

- 2.1 As noted in report LR594, undertaking a CGR is a resource-intensive process. The approval of the Terms of Reference and timetable moves the review into its first active phase of public consultation. Costs associated with consultation activities (such as mailings, venue hire for events, and online survey platforms) and ongoing project management will be met from the Council's transitional reserves.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The CGR process is governed by Part 4 of the Local Government and Public Involvement in Health Act 2007 and associated guidance. The publication of formal Terms of Reference is a statutory requirement and marks the official commencement of the review. The subsequent consultation process must be conducted in line with the principles set out in the ToR to ensure the review is robust and legally compliant. Any legal or specialist advice required, particularly regarding the preservation of Winchester's city status, will be procured in line with the Council's contract procedure rules.

4 WORKFORCE IMPLICATIONS

- 4.1 The officer project team is established and has supported the Member Working Group in developing the draft ToR. The approval to proceed to consultation will require dedicated officer time from Legal, Democratic Services, Communications, and other services to manage the consultation process, analyse responses, and prepare subsequent reports for the Committee.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The draft Terms of Reference (Appendix 1) confirms that the CGR will include consideration of the transfer of assets and services to any new council. An initial high-level scoping exercise of assets within the review area is underway. A detailed schedule of assets for potential transfer would be developed and consulted upon as part of the draft recommendations stage of the review.

6 CONSULTATION AND COMMUNICATION

- 6.1 Approval of the ToR will trigger the first formal stage of public consultation, which is scheduled to run from October to December 2025. The consultation strategy, outlined within the ToR, is designed to be comprehensive and inclusive, utilising a mix of online and offline methods to reach all segments of the community and key stakeholders within the review area.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Parish and town councils can play a significant role in promoting local environmental initiatives. The establishment of a new town council for Winchester could provide a new platform for delivering on local environmental priorities and contributing to the Council's "Greener Faster" ambitions. This is a key theme that residents and stakeholders can comment on during the consultation.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The consultation process outlined in the draft ToR has been designed to be inclusive and accessible to all members of the community, thereby ensuring compliance with the Public Sector Equality Duty. An initial Equality Impact Assessment will be developed alongside the consultation materials to ensure any potential impacts on different groups are considered.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 The consultation will involve the collection and processing of personal data from respondents. All data will be handled in accordance with GDPR and the Council's data protection policies. The project team will ensure all necessary measures are in place to protect individual privacy.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	Financial matters will be reviewed as the review develops to identify and mitigate any potential cost pressures.	
Exposure to challenge Failure to conduct a legally compliant consultation process could lead to legal challenge.	The process is guided by the approved ToR (Appendix 1) and a clear timetable. The project team includes legal and democratic services expertise.	A well-managed, transparent, and comprehensive CGR process builds public trust and delivers a robust and defensible outcome.
Innovation		
Reputation The consultation could be perceived as a 'done deal', leading to poor engagement or negative feedback.	The ToR and consultation materials are framed around open questions about the future of governance, not a pre-determined outcome. The cross-party Working Group ensures political consensus.	Successfully concluding the CGR will enhance the Council's reputation for listening to and empowering its communities, strengthening local democracy.
Achievement of outcome. That the review does not conclude within the anticipated timeline.	The timeline and plan will be subject to constant review.	
Community Support If the consultation is not sufficiently inclusive, the outcome may not be seen to have the support of the local community.	A multi-channel communication and consultation plan is detailed in the ToR, targeting residents, businesses, and community groups through various means to maximise participation.	High levels of engagement will ensure the final recommendations are genuinely reflective of the community's identity and interests, leading to greater buy-in.

11 SUPPORTING INFORMATION:

- 11.1 On 16 June 2025, this Committee considered report LR594 and resolved to acknowledge the potential for a Community Governance Review in the Winchester town area and the broad implications associated with such a review. The Committee also agreed to the formation of a cross-party Member Working Group to work with officers on the initial stages, including the development of the draft Terms of Reference (ToR).
- 11.2 The Working Group has since met on two occasions. Its primary function has been to provide member-level scrutiny and input into the scope of the review, the areas to be included, and the plan for consultation.
- 11.3 The key output from the Group's work is the draft Terms of Reference, presented for approval in Appendix 1. This document formally sets out the purpose and scope of the CGR. It specifies the legislative basis for the review, the matters under consideration, and outlines the comprehensive consultation process that will be followed.
- 11.4 The proposed areas for the review are also detailed in the ToR and shown on the map included. It includes the five Winchester town wards (St Bartholomew, St Paul, St Barnabas, St Luke, and St Michael) and also adjoining areas such as the Kings Barton development and the part of St Barnabas ward currently within Littleton and Harestock Parish. The initial consultation will allow residents in all affected areas to comment on these proposals.
- 11.5 The ToR contains an indicative timetable for the CGR. It has been designed in order to complete the review within 12 months of publishing the ToR, while allowing adequate time for two rounds of meaningful consultation and consideration of responses.
- 11.6 The Committee's approval of the recommendations in this report will enable the CGR to proceed to its first crucial stage of public engagement, in line with the agreed plan and statutory requirements.
- 11.7 WCC also seeks to protect Winchester's historic city status, Mayoralty and Coat of Arms during the process. A convenient and relatively straightforward approach for achieving this could involve transferring these elements to a new parish/town council covering the city area.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 To not approve the Terms of Reference: This would halt the CGR process, contradicting the Committee's resolution of 16 June 2025, the formal request from the Winchester Town Forum, and the commitment made in the Council Plan. This option is not recommended.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

1. LR594 - Community Governance Review: Winchester Town Area (16 June 2025)
2. WTF339 - Response to the request of Winchester Town Forum for CGR (12 June 2025)
3. WTF337 - Request for Governance Review (23 January 2025)

APPENDICES:

Appendix 1: Draft Terms of Reference

Community Governance Review

The Winchester Town Area

Local Government and Public Involvement in Health Act 2007

Terms of Reference

(DRAFT)

TERMS OF REFERENCE - COMMUNITY GOVERNANCE REVIEW

1. INTRODUCTION

On 14 December 2024, the Government published the English Devolution White Paper, which, amongst other things, proposed the creation of Strategic Authorities (SAs) and new Unitary Authorities (UAs) in areas that still have two-tier local government arrangements. Following the publication of this White Paper and Hampshire and Solent's subsequent acceptance to the fast-track programme, the council has received a request from the Winchester Town Forum (WTF) to consider undertaking a Community Governance Review (CGR) with a view to creating a parish/town council to cover the unparished areas of the district. Following receipt of this request, the council is to undertake a CGR, and this document sets out the Terms of Reference (ToR) for the review.

If the current proposals for Local Government Reorganisation (LGR) in the county proceed, the existing district and borough councils will be dissolved. Assuming that Winchester City Council (WCC) as part of this process is dissolved in May 2028, there will be no lower tier of local government below that of the new UA. This may impact democratic engagement and representation and the way local services are delivered.

WCC also seeks to protect Winchester's historic city status, Mayoralty and Coat of Arms during the process. A convenient and relatively straightforward approach for achieving this could involve transferring these elements to a new parish/town council covering the city area.

The Winchester Town Forum's terms of reference include 'cross-boundary' matters involving adjoining areas that will have an impact in the town area. This review also provides an opportunity to test the suitability of governance arrangements for a number of those adjoining areas.

Parish councils play an important role in terms of community empowerment at a local level, and this CGR is intended to bring about improved community engagement, more cohesive communities, better local democracy and result in more effective and convenient delivery of local services.

The review will seek public input and views about the future of governance arrangements in the Winchester town area and how, and in what shape and form, this should look.

2. WHAT IS A COMMUNITY GOVERNANCE REVIEW?

A Community Governance Review (CGR) is the statutory process used by principal councils to review and make changes to local community governance arrangements. It offers the opportunity to put in place strong, clearly defined boundaries, which reflect local identities, tied to firm ground features and to remove any anomalous parish boundaries.

It can be a review of the whole or part of the district area to consider one or more of the following:

1. Creating, merging, altering, or abolishing parishes.
2. The naming of parishes and the style of new parishes.
3. The electoral arrangements for parishes (the ordinary year of election, council size, the number of councillors to be elected to the council, and parish warding).
4. Grouping parishes under a common parish council or de-grouping parishes.
5. Constituting, retaining, or dissolving parish councils.
6. Other types of local arrangements, including parish meetings.

In conducting the review and assessing any proposals, WCC is required by law to ensure that any future governance arrangements are:

1. Reflective of the identities and interests of the community in that area, and
2. Effective and convenient.

In doing so, the review must take into account factors such as the impact of any changes on community cohesion and the size, population, and boundaries of the communities in question.

3. THE LEGAL FRAMEWORK

In undertaking this review, WCC will be guided by:

1. Part 4 of the Local Government and Public Involvement in Health Act 2007 (LGPIHA 2007).
2. The relevant parts of the Local Government Act 1972.
3. Guidance on CGR issued in accordance with section 100(4) of the Local Government and Public Involvement in Health Act 2007 by the Department of Communities and Local Government (now known as the Ministry of Housing, Communities & Local Government) and the Local Government Boundary Commission for England in March 2010. The council is required to have regard to this guidance, and it has been carefully considered in drawing up these Terms of Reference.

4. The following regulations, which guide consequential matters arising from the Review:

- Local Government (Parishes and Parish Councils) (England) Regulations 2008.
- Local Government Finance (New Parishes) Regulations 2008.

4. THE AREA(S) AND POTENTIAL OPTIONS UNDER REVIEW

The council will undertake a consultation on the potential creation of a new parish/town council for the currently unparished parts of the Winchester Town Wards.

The establishment of a new parish/town council for the currently unparished area is proposed to address potential issues regarding future local representation. This tier of local government could provide additional powers to support key local events, individuals, and community groups, fostering greater engagement and community cohesion. Moreover, creating the parish/town council would ensure fairness and equity for residents, giving them a direct local voice and a mechanism for effective and convenient community governance that reflects their distinct identity and interests.

Respondents who support the proposal will also be invited to consider a range of additional, potential boundary inclusions. Those who do not support the proposal will be encouraged to provide alternative views or suggestions.

Further areas to consider.

Should the proposal to establish a new parish/town council receive support, the council will explore whether the following areas should be included within its boundary:

1. **Part of Littleton and Harestock Parish:** Specifically, the section currently located within the Winchester City Ward of St Barnabas Ward (identified in yellow on map 2). The inclusion of this area, currently part of the Littleton and Harestock Parish, would ensure consistent community governance across the entire St Barnabas Ward.
2. **Kings Barton and W4 Development Areas:** These areas are shown in green and purple, respectively, on map 2. The Kings Barton area is a major urban expansion creating 2,000 new homes just north of the city centre. W4 is an adjacent allocated development site, not yet developed.

Their inclusion as part of a new parish/town council covering the city area would align governance and identity of these areas with a larger parish/town council area that may be better placed to support this ongoing development.

Alternatively, the creation of a new parish council to represent just the Kings Barton and W4 areas would provide dedicated community governance for this new community in its own right, rather than as part of a larger city area. Views will be sought on both options and, on each area, individually as well as remaining as part of the existing Headbourne Worthy Parish.

3. **Badger Farm Parish Council Area:** This existing parish, shaded blue on Map 2, is a residential suburb south of the city centre. Its inclusion would align governance and identity with a larger parish/town council area.
4. **Bushfield Site (W5):** Currently part of Compton and Shawford Parish Council, this area is marked in orange on map 2. The inclusion of the Bushfield Camp site, a major mixed-use development, would align governance and identity for its evolving character and stakeholders with a larger parish/town council area.
5. **Oliver's Battery Parish Council Area:** This existing parish is shaded pink on map 2. The inclusion of Oliver's Battery, a small, historically rich civil parish, as part of a new parish/town council would align governance and identity with a larger parish/town council area.

The Council will invite feedback on whether each of these areas should be incorporated into the proposed parish/town council boundary.

5. Alternative Proposals and General Comments

The council will also welcome any additional comments or alternative proposals from all respondents regarding the future governance arrangements for the Winchester Town area, including a “do nothing” option. These contributions will be considered as part of the wider consultation analysis.

Following the initial round of consultation, it is anticipated that some minor issues may emerge in relation to the proposals above or as a consequence of bringing forward the proposals above. These issues are likely to be specific to a small number of households. The Council will give due consideration to any matters raised and will seek to resolve them in liaison with the Member Working Group and will subsequently include these in the recommendations as appropriate.

Maps showing these options have been included in Appendix B. Appendix C contains relevant electorate and household data.

6. WHO UNDERTAKES THE REVIEW

Winchester City Council is statutorily responsible for carrying out the review as the principal council. The conduct of the review will be overseen by the council's Licensing & Regulation Committee. Formal decisions on the recommendations arising from the review will be made by Full Council and/or the Licensing & Regulation Committee in accordance with the council's constitution.

7. CONSULTATION

Winchester City Council is committed to conducting a comprehensive and inclusive consultation process. In coming to its recommendations in this review, the council will need to take account of the views of local people. The Act requires the council to consult the local government electors for the area under review and any other person or body who appears to have an interest in the review. They must take the representations received into account by judging them against the criteria in the Local Government and Public Involvement in Health Act 2007.

The council's objective is to publish all decisions taken in the review and the reasons for taking those decisions, recognising the government's view that "Community Governance Reviews should be conducted transparently so that local people and other local stakeholders who may have an interest are made aware of the outcome of the decisions taken on them and the reasons behind these decisions".

There will be at least 2 consultation stages as follows.

1. Stage 1 Consultation: An initial period of public consultation regarding the options outlined in Section 4 of this document. This stage invites submissions from all interested parties on the future governance of the area.
2. Stage 2 Consultation: Following consideration of the initial feedback, the council will prepare and publish its draft recommendations. A second period of public consultation will then be held to invite views on these specific proposals before the council makes its final decision. This will allow for the recommendations to be refined and for other issues that have arisen to be considered.

Winchester City Council will consult by:

1. Writing to Hampshire County Council (HCC).
2. Writing to all parish councils within and adjoining the CGR area. (see Appendix A)
3. Writing to identified umbrella organisations (see Appendix D)
4. Publicising the review on the council's website.
5. Issuing press releases and promoting via corporate social media channels and newsletters.
6. Sending direct communication (e.g., by email or letter) to statutory consultees and key stakeholders, including MPs, District Councillors, local schools, health bodies, and local organisations such as the BID.
7. Producing an information leaflet
8. Promoting opportunities for written submissions via email or post.
9. Attending public meetings.
10. Organising drop-in information events/workshops

In accordance with the Act, representations received in connection with the review will be taken into account, and steps will be taken to notify consultees of the outcome of the review. This will be done by:

1. Updating the council's website.
2. Issuing press releases.
3. Keeping hard copy key documents at the City Offices and relevant parish council offices.
4. Giving due consideration to all representations received during the consultation periods in developing the draft and final recommendations. A summary of representations received, and how they have been taken into account, will be published as part of the public reports, including draft and final recommendations.

8. TIMETABLE FOR THE REVIEW

Publication of these ToR formally begins the review. The programme and timeline may be adjusted after representations have been received, with any adjustments approved by the council and published.

Community Governance Review

Roadmap

Key phases & milestones 2025- 2027



9. ELECTORATE FORECASTS

When the council considers the electoral arrangements of the parishes in its area, it must consider any change in the number or distribution of the electors which is likely to occur in the next five years beginning with the day when the review starts. These forecasts will be made available to all interested parties as early as possible in the review process.

The council has used the Register of Electors of July 2025 in providing the existing parish/ward electorate figures. These are presented in Appendix C.

10. THE PRESENT STRUCTURE OF PARISHES AND THEIR ELECTORAL ARRANGEMENTS

The Winchester district currently has 44 parish/town councils and 4 parish meetings, but the built-up areas of Winchester are unrepresented at the parish council level. The full list of current Parishes in the district is shown at Appendix A.

11. OTHER FORMS OF COMMUNITY GOVERNANCE

The council is required by law to consider other forms of community governance as alternatives or stages towards establishing parish councils. There may be other arrangements for community representation or community engagement in an area, including area committees, neighbourhood management programmes, tenant management organisations, area or community forums, residents' and tenants' associations, or community associations, which may be more appropriate to some areas than parish councils. They may provide stages building towards the creation of a parish council. The council will be mindful of such other forms of community governance in its consideration of whether parish governance is most appropriate in certain areas.

However, the council also notes that what sets parish councils apart from other kinds of governance is the fact that they are a democratically elected tier of local government, with directly elected representatives, independent of other council tiers and budgets, and possessing specific powers for which they are democratically accountable.

12. VIABILITY

The council is required to ensure that any new parish created is viable and that its governance arrangements would be effective and convenient. A key consideration in this assessment will be the ability of a new council to set a sustainable precept that enables it to actively and effectively promote the well-being of its residents and contribute to the provision of local services.

A new parish/town council would be primarily funded by levying a 'precept,' which would be the parish/town council's share of the council tax, calculated based on the annual budget. This precept covers expenditures such as staff salaries, administration, maintenance, and community projects, minus any income from fees or grants. The precept amount is divided by the council tax base, which is the number of Band D equivalent properties in the area. The exact precept for any new town or parish council cannot be determined until the newly elected councillors decide on the level of services to be provided, and if required, a shadow council can be created to assist with the setting of the first precept.

13. NAMES AND STYLES

Regarding the names of parishes, the council would endeavour to reflect existing local or historic placenames. The council would welcome names proposed by local interested parties.

14. ALTERNATIVE STYLES

The 2007 Act has introduced 'alternative styles' for parishes. If adopted, the 'alternative style' would replace the style "parish." However, only one of three prescribed styles can be adopted: "community," "neighbourhood" or "village." For example, a new parish and parish council could be called:

1. The parish of [name]; and [name] parish council.
2. The community of [name]; and [name] community council.
3. The neighbourhood of [name]; and [name] neighbourhood council.
4. The village of [name]; and [name] village council.

In addition, it should be noted that the style of "town" is still available to a parish and if the city status is transferred to it the new council could style itself as a "city council." However, for as long as the parish has an 'alternative style,' it will not also be able to have the status of a town and vice versa. Where a new parish is being created, the council will make recommendations as to the geographical name of the new parish and whether it should have one of the alternative styles. Where an existing parish is under review, the council will make recommendations as to whether the geographical name of the parish should be changed. It will be for the parish/town council or parish meeting, once established, to resolve whether the parish should have one of the alternative styles.

15. ELECTORAL ARRANGEMENTS

An important part of the review will include considering 'Electoral Arrangements.' The term covers the way in which a council is constituted for the parish. It covers:

1. The ordinary year in which elections are held.
2. The number of councillors to be elected to the council.
3. The division (or not) of the parish into wards for the purpose of electing councillors.
4. The number and boundaries of any such wards.
5. The number of councillors to be elected for any such ward.
6. The name of any such ward.

16. PARISH WARDING

The council aims to ensure warding arrangements are easy to understand and relevant. Wards should reflect physical and social differences and represent clear local attachments. Boundaries should be identifiable and maintain community links, supported by evidence. The council would also consider district ward boundaries to avoid splitting unwarded parishes or parish wards.

17. THE NUMBER OF COUNCILLORS TO BE ELECTED FOR PARISH WARDS

The council has noted it is required to have regard to the following when considering the size and boundaries of the wards and the number of councillors to be elected for each ward:

1. The number of local government electors for the parish.
2. The number of local government electors and any expected changes within five years. (Government guidelines advise that each vote should carry equal weight, despite other competing factors. Although the legislation does not mandate equal representation, the council aims to avoid significant discrepancies between parish wards to ensure effective governance. Disparities could lead to perceptions of unequal influence among councillors.
3. The elector-to-councillor ratios resulting from its proposals.
4. The statutory guidance, the advice of the National Association of Local Councils (NALC), and the practice of other authorities are to ensure a consistent and transparent process for its recommendations on council size.
5. The review may also create a requirement to review the number of Councillors in existing Parish Councils affected by the review which officers will consider appropriately.

18. COMPLETION OF THE REVIEW

The review will be completed when the council reports and decides whether to adopt the Reorganisation of Community Governance Order. Copies of this Order, the map(s) that show the effects of the order, and the document(s) which set out the reasons for the decisions the council has taken (including where it has decided to

make no change following a review) will be deposited at the City Offices and website. In accordance with the guidance issued by the government, the council will issue maps to illustrate each recommendation at a scale that will not normally be smaller than 1:10,000.

These maps will be deposited with the appropriate Secretary of State and at the City Offices. Prints will also be supplied, in accordance with regulations, to Ordnance Survey, the Registrar General, the Land Registry, the Valuation Office Agency, the Boundary Commission for England and the Local Government Boundary Commission for England.

If adopted, the financial and administrative provisions of the reorganisation order will come into force on 1 April 2027. The electoral arrangements for a new or existing parish council will come into force in May 2027.

19. CONSEQUENTIAL MATTERS

The council notes that a Reorganisation Order may cover any consequential matters that appear to the council to be necessary or proper to give effect to the Order.

These may include:

1. The transfer and management or custody of property/cash assets.
2. The setting of precepts for new parishes.
3. Provision with respect to the transfer of any functions, property, rights, and liabilities.
4. Provision for the transfer of staff, compensation for loss of office, pensions, and other staffing matters.

In these matters, the council will be guided by regulations that have been issued following the 2007 Act. In particular, the council notes that the regulations regarding the transfer of property, rights, and liabilities require that any apportionments shall use the population of the area as estimated by the proper officer of the council as an appropriate proportion. Furthermore, the council notes the regulations regarding the establishment of a precept for a new parish and their requirements, including the calculation of the first anticipated precept to be included in the Reorganisation Order.

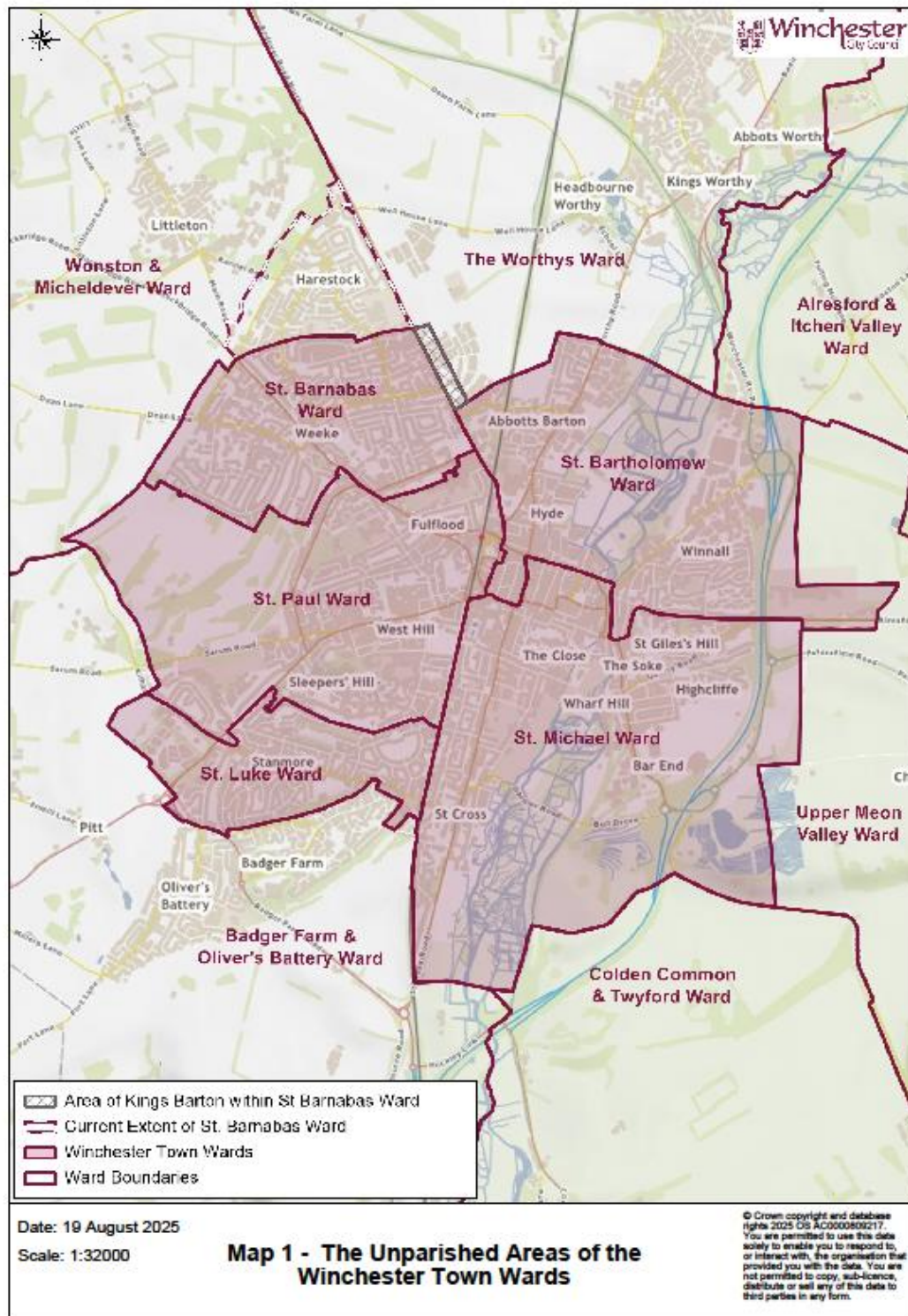
DATE OF PUBLICATION OF THESE TERMS OF REFERENCE

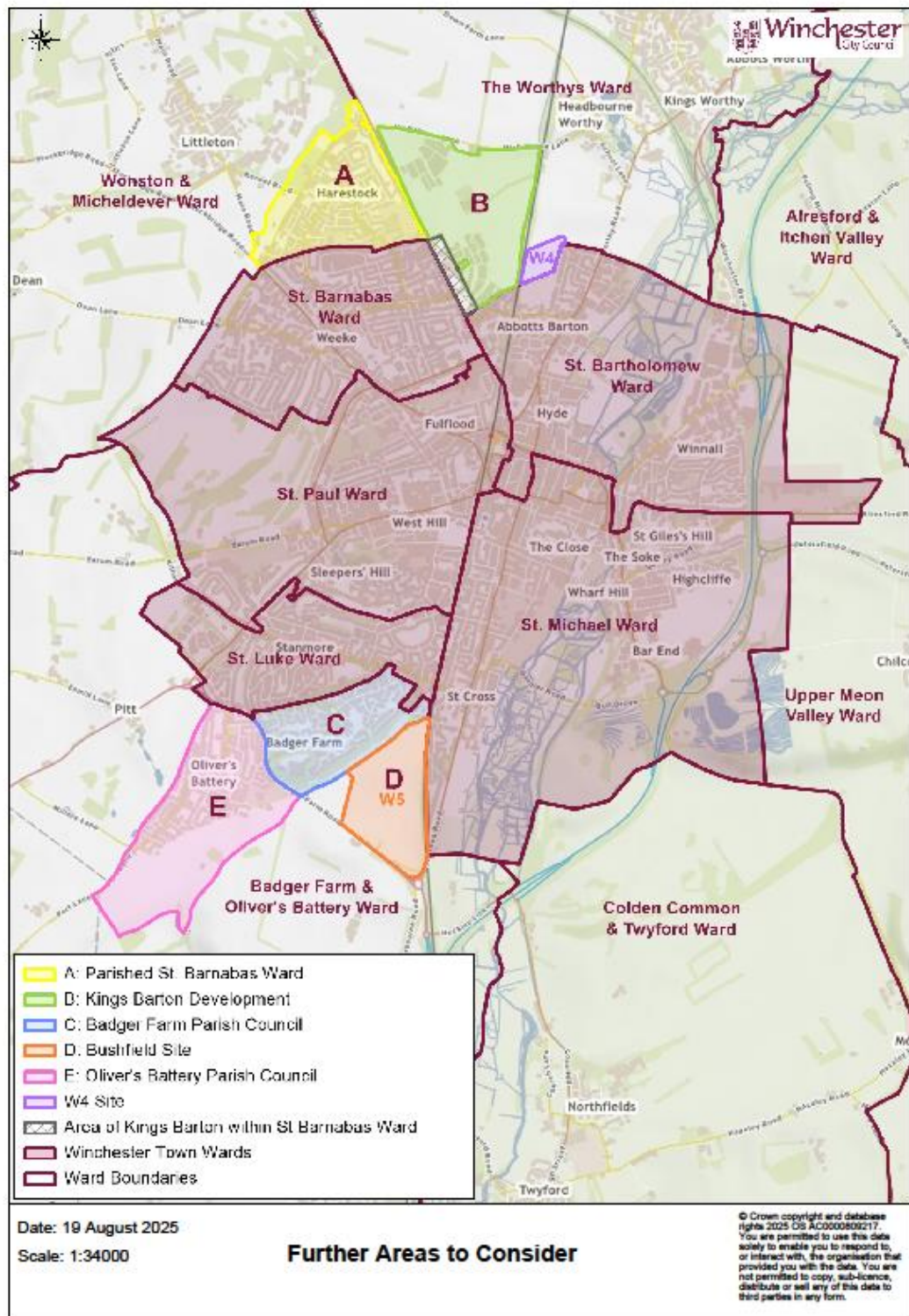
DD October 2025

Appendix A – Existing Parish/Town Council or Parish Meetings in the District.

- | | |
|-------------------------------|--------------------------------|
| 1. Badger Farm | 25. Kings Worthy |
| 2. Beauworth (Parish Meeting) | 26. Littleton & Harestock |
| 3. Bighton | 27. Micheldever |
| 4. Bishop's Waltham | 28. New Alresford Town Council |
| 5. Bishops Sutton | 29. Newlands |
| 6. Boarhunt | 30. Northington |
| 7. Bramdean & Hinton Ampner | 31. Old Alresford |
| 8. Cheriton | 32. Oliver's Battery |
| 9. Chilcomb (Parish Meeting) | 33. Otterbourne |
| 10. Colden Common | 34. Owslebury |
| 11. Compton & Shawford | 35. Shedfield |
| 12. Corhampton & Meonstoke | 36. Soberton |
| 13. Crawley | 37. South Wonston |
| 14. Curdridge | 38. Southwick & Widley |
| 15. Denmead | 39. Sparsholt |
| 16. Droxford | 40. Swanmore |
| 17. Durley | 41. Titchborne |
| 18. Exton (Parish Meeting) | 42. Twyford |
| 19. Hambledon | 43. Upham |
| 20. Headbourne Worthy | 44. Warnford (Parish Meeting) |
| 21. Hursley | 45. West Meon |
| 22. Itchen Stoke & Ovington | 46. Whiteley Town Council |
| 23. Itchen Valley | 47. Wickham and Knowle |
| 24. Kilmeston | 48. Wonston |

Appendix B – Maps





Appendix C - Electorate & Household Data

The wards and parishes mentioned in section 4 have the following key components.

Ward/Parish Name	Electorate (July 2025)	Households (July 2025)
WCC Wards		
Badger Farm & Oliver's Battery	6428	3582
St Barnabas	6792	3801
St Bartholomew	6421	4503
St Luke	3766	2325
St Michael	6448	4584
St Paul	7012	4054
Wonston & Micheldever	5931	3270
The Worthys	5615	3324
Parish Councils		
Badger Farm	1841	1122
Compton and Shawford	1370	729
Oliver's Battery	1292	688
Littleton & Harestock	2664	1497
Headbourne Worthy	1403	901

APPENDIX D – ORGANISATIONS TO BE CONSULTED

All parish councils across Winchester District
 Basepoint Winchester
 Central Hampshire Road Safety Council
 Citizens Advice Winchester District
 City of Winchester Trust
 CPRE- countryside Winchester
 Cycle Winchester
 Dementia Friendly Winchester
 Footprints Project
 Growth Hub
 Hampshire & Isle of Wight Local Government Association (HIOWLGA)
 Hampshire Association of Local Councils
 Hampshire Chamber of Trade
 Hampshire Cultural Trust
 Hampshire Federation of Small Businesses
 Hampshire Homechoice Board
 Hampshire Police
 Hampshire Wildlife Trust
 Home-Start Winchester and Districts
 Hospital of St Cross and Almshouses of Noble Poverty
 Incuhive
 Kings Barton Residents Association
 Local Government Association
 MHA Communities – Winchester
 Partnership for South Hampshire (PfSH)
 PATROL (Parking and Traffic Regulations Outside London) Adjudication Joint Committee
 Play to the Crowd
 Police and Crime Panel
 Project Integra Management Board
 River Hamble Harbour Management Committee
 South Downs National Park Authority
 South East Employers
 South East England Councils (SEEC)
 Southampton International Airport Consultative Committee
 St Johns Winchester
 Stagecoach
 STOP domestic abuse
 Street Reach
 The Carroll Centre
 The Nutshell
 Theatre Royal
 Tourism South East
 Trinity Winchester
 Unit 12 CIC
 University of Winchester
 Venta Living Ltd
 Walk Winchester
 WARG (archaeology)

Warwick Estate
WINACC
Winchester & District Young Carers
Winchester Basics Bank
Winchester Beacon
Winchester BID
Winchester Cathedral
Winchester Charity School Education Foundation
Winchester College
Winchester Excavations Committee
Winchester Farm Cluster
Winchester Go LD
Winchester Housing Trust
Winchester Pride
Winchester School of Art
Winchester Science Centre
Winchester SENDIASS
Winchester Sports Stadium Management Committee
Winchester Ukrainian Cultural Association
Winchester Welfare Charities
Winchester Youth Counselling
Youth Options