



Meeting	Licensing & Regulation Committee
Date and Time	Wednesday, 12th August, 2026 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 15 June 2026** (Pages 5 - 6)

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 6 August 2026** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.



5. Community Governance Review (CGR) - Stage 2 review & recommendations (LR611) (Pages 7 - 64)

**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.



4 August 2026

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

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

MEMBERSHIP:

Councillors

Chairperson: Laming (Liberal Democrats)

Vice Chairperson: Morris (Liberal Democrats)

Conservatives

Langford-Smith

Liberal Democrats

Achwal S
Brophy
Gordon-Smith
Latham
Pett
Wise

Ind & Green

Wallace

Conservatives

Warwick

Deputy Members

Liberal Democrats

Clay and Tippet-Cooper

Ind & Green

Cook and 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, 15 June 2026

Attendance:

Councillors
Laming (Chairperson)

Morris
Achwal S
Brophy
Gordon-Smith

Pett
Wallace
Wise

Apologies for Absence:

Councillors Latham

[Video recording of this meeting](#)

1. **APOLOGIES AND DEPUTY MEMBERS**

Apologies were received from Councillor Latham as noted above.

2. **DISCLOSURES OF INTERESTS**

Councillor Pett 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, he 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 South Downs National Park involvement.

3. **APPOINTMENT OF VICE-CHAIRPERSON FOR THE 2026/27 MUNICIPAL YEAR**

RESOLVED:

That Councillor Morris be appointed vice-chairperson on the committee for the 2026/27 municipal year.

4. **DATE OF THE NEXT MEETING OF THE COMMITTEE:**

RESOLVED:

That the date of the next scheduled meeting of the committee of 2 December 2026 be noted.

5. **MINUTES OF THE PREVIOUS MEETING HELD ON 17 MARCH 2026**

RESOLVED:

That the minutes of the previous meeting held 17 March 2026 be agreed as a correct record.

6. **PUBLIC PARTICIPATION**

Ian Tait spoke during public participation as summarised briefly below.

Mr Tait raised concerns that taxi drivers were unable to leave their vehicle for a short period of time whilst on a taxi rank without running the risk of incurring a penalty notice. He suggested the issue had arisen since the County Council had taken over responsibility for on-street parking enforcement. He asked that, if members thought appropriate, the committee investigate these concerns further.

Councillor Laming agreed to discuss the issues raised with the Licensing Manager and that a response would be provided to Mr Tait directly.

7. **PUBLIC SPACES PROTECTION ORDER RENEWAL 2026**
(LR607)

The Community Safety Officer introduced the report and advised that there were no amendments to the locality or conditions of the order proposed. In addition, all relevant partners had been consulted and supported the renewal.

The Community Safety Officer responded to members' questions including on the police data currently available and confirming that although there was no requirement to extend the area of the order currently, this would be re-considered if there is any change at the time of renewal in 2029.

RESOLVED:

1. That the Public Spaces Protection Order be extended for a further three years to 14 September 2029; and
2. That the Strategic Director, be authorised to carry out statutory publication and notification requirements for the extended order.

The meeting commenced at 6.30 pm and concluded at 6.55 pm

Chairperson

LR611

LICENSING AND REGULATION COMMITTEE

REPORT TITLE: COMMUNITY GOVERNANCE REVIEW - STAGE 2 REVIEW AND RECOMMENDATIONS

12 AUGUST 2026

REPORT OF CABINET MEMBER: Cllr Martin Tod, Leader and Cabinet Member for Regeneration. Contact Officer: Gareth John Tel No: 01962 848 135 Email gjohn@winchester.gov.uk

WARD(S): ALL TOWN WARDS, THE WORTHYS

PURPOSE

The Stage 2 Public Consultation relating to the Community Governance Review (CGR) for the Winchester Town and Kings Barton areas has been completed. This report updates the Licensing and Regulation Committee with the results of the public consultation and presents the final recommendations of the review. The report seeks a recommendation to Full Council to make a Reorganisation of Community Governance Order to implement the recommended changes.

RECOMMENDATIONS:

That the Committee:

1. Notes the responses received during the Stage 2 public consultation set out in this report and within the accompanying appendix 1.

That the Committee recommends to Full Council:

1. To establish a new parish council for the Winchester Town area (to be initially named Winchester Parish Council¹) as set out in paragraph 13 of this report and shown within the maps at Appendix 3.

¹ The name of the new council is to be determined, but for legal reasons it is expected to initially be called Winchester Parish Council until after it is established but would then be able to change its name by member resolution.

2. To establish a separate, unwarded parish council for Kings Barton (Kings Barton Parish Council) as set out in paragraphs 14 of this report and shown within the maps at Appendix 3.
3. To approve the consequential boundary alterations to adjust the Headbourne Worthy Parish Council boundary as set out in paragraph 14 of this report.
4. To make two Reorganisation of Community Governance Orders to implement these changes, with a Vesting Day of 1st April 2027.
5. To approve the transfer of the assets (current draft listed in Appendix 2 to this report) from Winchester City Council to Winchester Parish Council subject to completion of an appropriate service level agreement to be agreed by the Director (Legal) in consultation with the Cabinet Member to address future maintenance requirements.
6. To establish a Shadow Council for each new Council from 1 January 2027 for the purposes of recruiting respective Clerks and to deal with any other matters requiring resolution prior to implementation with the membership being as set out in paragraph 16 to this report.

IMPLICATIONS:

1. COUNCIL PLAN OUTCOME

- 1.1. The Council Plan 2025–2030 identifies “Listening and Learning” as a key priority. One of the actions under this priority is to undertake a Community Governance Review (CGR) to ensure a strong network of parish and town councils across the district, capable of operating within any future local government structures. This review directly delivers on that commitment
- 1.2. The stage 2 consultation has provided residents with the opportunity to make their views known about future governance arrangements for the Winchester Town and Kings Barton areas.

2. FINANCIAL IMPLICATIONS

- 2.1. As noted in reports LR594, LR603 and LR606, undertaking a CGR is a resource-intensive process. 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.
- 2.2. To ensure the review and its subsequent implementation are adequately resourced, it is prudent to allocate dedicated funding. Accordingly, at its budget-setting meeting [in February 2026, the Council approved a budget](#) for the Community Governance Review (CGR), including anticipated implementation costs.
- 2.3. The primary financial drivers for Stage 2 included costs associated with public consultation (printing, advertising, public meetings), and specialist legal drafting.
- 2.4. If the recommendations in this report are approved, the following changes will apply from 2027/28: in Winchester Town, the current “Special Expenses” charge of £94.58 for a Band D property will be abolished and replaced by the new parish precept; and in Kings Barton, the majority of properties will move from the Headbourne Worthy precept, currently £115.14 for a Band D property, to a new Kings Barton parish precept.

3. LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1. The legal framework for community governance reviews is set out in Part 4 of the Local Government and Public Involvement in Health Act 2007. The Council must ensure that community governance reflects the “identities and interests of the community” and is “effective and convenient.” Failure to follow statutory guidance or consult adequately could result in Judicial Review.

- 3.2. Both consultation phases have complied with the principles set out in the [Terms of Reference](#) (ToR) to ensure the review is robust and legally compliant.
- 3.3. Any legal or specialist advice required, particularly regarding the preservation of Winchester's city status, will be procured in accordance with the Council's Contract Procedure Rules.
- 3.4. The Council, as the Principal Authority, retains statutory responsibility for overseeing the CGR and approving its final recommendations. The Reorganisation Orders, which legally implement the outcome of the CGR, must adhere strictly to the procedures defined within the Act.

4. WORKFORCE IMPLICATIONS

- 4.1. Grounds maintenance services will continue to be managed and delivered by the Council and its contractor pursuant to a service level agreement for a period of three years following creation. Thereafter, the transition of services will be managed under TUPE regulations where applicable.

5. PROPERTY AND ASSET IMPLICATIONS

- 5.1. A scoping exercise of potentially transferable assets within the areas to be covered by the new proposed parish councils has been undertaken and has been subject to review by the Member Working Group in July & August 2026. A final list of assets will be proposed and a draft list of these is attached at Appendix 2 to this report and will also form part of the Reorganisation Orders to be considered by Full Council on the 20 August 2026.
- 5.2. In relation to the Winchester Parish Council, any services currently undertaken by the Council in respect of assets being transferred will be subject to a service level agreement for a period of three years following the creation of new parish council. Thereafter there will be the opportunity for new parish councils to novate for the remaining duration of any existing arrangements with the council's contractors.

6. CONSULTATION AND COMMUNICATION

- 6.1. The consultation strategy, outlined previously [within the ToR](#), was 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.
- 6.2. In addition to the formal public committee meetings briefings have been provided for affected parish Councils in June 2025, October 2025, March 2026 and July 2026.

7. ENVIRONMENTAL CONSIDERATIONS

- 7.1. Parish and town councils can play a significant role in promoting local environmental initiatives. The establishment of new parish councils could provide a platform for delivering local environmental priorities and contributing to the Council's "Greener Faster" ambitions.

8. PUBLIC SECTOR EQUALITY DUTY

- 8.1. The consultation processes have been designed to be inclusive and accessible to all members of the community, ensuring compliance with the Public Sector Equality Duty.

9. DATA PROTECTION IMPACT ASSESSMENT

- 9.1. The consultation required the collection and processing of personal data. Responses were anonymous, but personal information was managed securely and in line with both the councils, and Public Perspectives published data protection / privacy policies.

10. RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure. Risk of residents perceiving the precept as an additional tax.	Financial matters will be reviewed as the review develops to identify and mitigate any potential cost pressures. All residents of the proposed new councils already pay either a precept or Special Expenses payment.	Clear communication of the "Special Expenses replacement" mechanism. New council to set future precept in response to local priorities.
Exposure to challenge. Failure to conduct a legally compliant consultation process could lead to legal challenge.	The process is guided by the approved ToR and a clear timetable. The project team includes legal and democratic services expertise. External experts used to support the consultation process.	A well-managed, transparent, and comprehensive CGR process builds public trust and delivers a robust and defensible outcome.
Reputation.		

The review 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 and adapting recommendations to reflect stakeholder opinion will enhance the Council's reputation for listening to and empowering its communities, strengthening local democracy.
Achievement of outcome. The review does not conclude within the anticipated timeline.	The timeline and plan will be subject to constant review and is currently on track to deliver as planned.	
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.	Strong public engagement will ensure the final recommendations are genuinely reflective of the community's identity and interests, leading to greater buy-in.

SUPPORTING INFORMATION:

11. Background and Context

- 11.1. This report presents the findings of the Stage 2 public consultation for the Council's Community Governance Review (CGR). The review was initiated in accordance with the approved [Terms of Reference \(ToR\)](#) and is being conducted under the Local Government and Public Involvement in Health Act 2007 (LGPIH Act 2007).
- 11.2. The LGPIH Act 2007 devolves the power to create parish councils to principal authorities. Following the publication of the English Devolution White Paper (December 2024) and the progression of the Hampshire devolution deal, the Council agreed to undertake a CGR. This is set out in detail within report LR603 - Community Governance Review: Winchester Town Area – Draft Terms of Reference (29 September 2025).
- 11.3. The ToR, which were published in November 2025, set out the scope of this review. The primary objective of the community governance review is to ensure “effective and convenient” local governance that reflects Winchester's distinct identity as an historic city.

11.4. The Stage 1 consultation was undertaken between 3 November and 22 December 2025. Public Perspectives was commissioned to support the consultation process and prepare an independent report on the findings. The consultation included engagement with key stakeholders, including all affected parish councils, and wider public engagement through a dedicated webpage, public notices, drop-in events and a promotional leaflet. A total of 1,415 questionnaire responses were received. In summary, the following proposals were taken forward for further consultation following the stage 1 consultation:

- a) To establish a new parish council for the currently unparished wards of Winchester Town.
- b) To establish a new parish council for the Kings Barton development area, including the unparished area of Kings Barton within St Barnabas ward.
- c) To reduce the area of Headbourne Worthy Parish Council by removing the proposed parished area of Kings Barton and the land west of Courtenay Road, as described above.

This is set out in detail in the report presented to the Licensing and Regulation Committee on the 17 March 2026.

12. Stage 2 Consultation Methodology

12.1. The Stage 2 consultation ran for six weeks in May and June 2026. It utilised online questionnaires, paper copies, and targeted mailings to households in affected areas. The Council commissioned an independent organisation – Public Perspectives to support the consultation process and report the results of the consultation, their full report is attached at Appendix 1. Broad public engagement was achieved through a dedicated web page, public notices, drop-in events, and widespread distribution of a promotional leaflet. In total, there were 337 responses to the Stage 2 consultation.

12.2. Whilst the [Stage 1 consultation](#) sought views on the principle of parishing the currently unparished area of Winchester Town, establishing a new Parish Council for Kings Barton and other potential boundary changes, the purpose of Stage 2 was to seek views on the specific proposals of doing so. The Council must give regard to the responses when deciding its next steps.

13. Winchester Town Area Parish Council Proposal

Stage 2 Consultation Proposal & Response

13.1. The consultation questionnaire (as set out in full in Appendix 1) sought views on a new parish council to represent the current unparished wards of the Winchester town area and W4 (land west of Courtenay Road), made up of 22 councillors and a precept to be determined which would replace the current “Special Expense” charge paid by residents.

- 13.2. Consultation responses showed strong support for the creation of a new parish council for the unparished area of Winchester town, reinforcing the view expressed during the stage 1 consultation. Overall, 72% of respondents supported the proposal, including 52% who strongly agreed, while 17% opposed it and 10% were neutral. Support was even stronger among residents of the unparished area, with 80% in favour, including 64% who strongly agreed; only 14% disagreed and 3% were neutral.
- 13.3. Support for the proposal was also expressed by several local organisations, including Cathedral Streets and Orams Arbour Residents' Associations, Winchester Business Improvement District, Friends of St Giles Hill Park, and Winchester Dramatic Society/Chesil Theatre. These organisations highlighted the importance of maintaining Winchester's city status, mayoralty, civic identity and local representation. The City of Winchester Trust supported the establishment of a Winchester Town Parish Council but raised concerns about the proposed boundaries.
- 13.4. Many respondents offered no further comments or considered both the proposed number of councillors and the introduction of a parish precept to be reasonable. A smaller number of respondents expressed concerns about the potential cost of the precept and whether a council comprising 22 councillors was necessary.
- 13.5. The full consultation report is attached at Appendix 1 to this report.

Winchester Parish Council – Summary

- 13.1. Officers have carefully considered all the representations that have been made during the consultation. It is considered that the creation of a Winchester Town area parish council ² is a necessary step to address the imbalance in local governance, ensuring residents of Winchester Town benefit from the same level of representation, accessibility, and influence as those in neighbouring parished communities. The proposed council would provide a clearer, more direct voice for local people in decisions affecting their immediate area, enhance accountability, and support decision-making that reflects residents lived experiences. This will be particularly important after the move to a unitary mid Hampshire council in 2028 covering a significantly larger geography.
- 13.2. Furthermore, establishing parish councils would foster a stronger sense of community identity and encourage greater local participation in civic life. It would serve as a focal point for community activities and events, offer improved responsiveness to town-specific concerns, and enable residents to

² The name of the new council is to be determined but for legal reasons it is expected to initially be called Winchester Parish Council until after it is established but would then be able to change its name by member resolution.

have a greater say over local priorities, including funding and development matters. The new council would also play a significant role in safeguarding Winchester's civic identity and ensure clearer communication and coordination with other councils, ultimately strengthening the connection between the community and its local governance.

Proposed Changes Resulting from the Consultation. (Winchester Town Parish Area.)

- 13.3. Officers are not proposing any changes to the geography, warding and Councillor Numbers that were set out in the Stage 2 Consultation.

Winchester Town: Final Recommendations - Councillors and Warding

- 13.4. Councillor Numbers: The final recommendation carries forward the proposal for 22 councillors distributed as follows: St Barnabas (4), St Bartholomew (5), St Luke (3), St Michael (5), and St Paul (5). (The rationale for councillor numbers can be found in the previous committee report – [available here](#).)
- 13.5. The Parish Council will be warded based upon the 5 existing City Council wards. It will also include the area known as W4 (Land West of Courtenay Road) and will not include the area of Kings Barton that is unparished and is within the St Barnabas City Council ward. The area and wards are set out in detail within Appendix 3.
14. Kings Barton & Headbourne Worthy Parish Council Proposals

Consultation Proposals & Responses

- 14.1. The consultation questionnaire (set out in full in Appendix 1) sought views on a new parish council to represent Kings Barton, including the unparished area of Kings Barton currently within St Barnabas Ward. The proposal was for the council to be formed of 11 councillors, with a precept to be determined which will replace the Headbourne Worthy Parish Council precept which residents in Kings Barton currently pay.
- 14.2. Consultation responses indicated a mix of views on the creation of a new parish council for Kings Barton, although the overall opinion was in favour and support was strongest among residents of the area.
- 14.3. Overall, 46% of respondents supported the proposal, including 25% who strongly agreed, while 28% opposed it and 21% were neutral.
- 14.4. Among Kings Barton residents, 53% supported the creation of a new parish council, with 50% strongly agreeing, although 40% disagreed, including 37% who strongly disagreed. Responses from residents of the wider Headbourne Worthy parish area (excluding Kings Barton) were more supportive, with 88% in favour of the proposal and 71% strongly agreeing.

- 14.5. The Kings Barton Committee of Headbourne Worthy Parish Council supported the establishment of a Kings Barton parish council and proposed amendments to the parish boundaries. These included the incorporation of Barton Meadows, land alongside Andover Road to the Three Maids Roundabout, and the Welhouse Mews development, on the basis that these areas are closely linked to the Kings Barton community and its future growth.
- 14.6. The Headbourne Worthy Committee also supported the creation of a Kings Barton parish council but raised concerns regarding the long-term financial sustainability of the remaining Headbourne Worthy parish following separation and highlighted the potential financial implications of boundary decisions relating to Barton Meadows, the Park and Ride site and Well House Mews.
- 14.7. Whilst supporting the principle of a Kings Barton parish, boundary issues were also a prominent theme within the consultation survey responses. Respondents commented on the proposed geography of the parish, with the most common suggestions being to include Barton Meadows and Well House Mews within a Kings Barton parish. The consultation responses indicate that had Barton Meadows and Well House Mews been included within the proposed Kings Barton parish boundary, support for the creation of a Kings Barton parish council appears likely to have been higher.
- 14.8. Many respondents provided no further comments or considered the proposed number of councillors and the introduction of a parish precept to be reasonable. A smaller number raised concerns about the potential cost of the precept and whether a council of 11 councillors would provide an appropriate level of representation.
- 14.9. Residents of Well House Mews were written to specifically to ask if they had a preference regarding their properties being in Headbourne Worthy Parish or Kings Barton Parish. Two responses were received from the 6 properties, 1 favoured Headbourne Worthy and 1 favoured Kings Barton.
- 14.10. The full report from Public Perspectives is attached at Appendix 1 to this report.

Kings Barton & Headbourne Worthy Parish Council Areas – Summary

- 14.11. Officers have carefully considered all the representations that have been made during the consultation and are recommending establishing a new Parish Council to represent the Kings Barton development area. A new parish council is considered appropriate for this growing part of the district because a distinct and increasingly self-contained community is forming, shaped by recent development and a shared local identity. Kings Barton is a major urban expansion, and it is considered that the scale and pace of change in the area supports the case for community governance arrangements that reflect this emerging identity.

- 14.12. Residents have described this area as having limited commonality with the long-established nearby villages and reflect different settlement histories and community patterns. Headbourne Worthy Parish Council serves an established community that forms part of the wider cluster of “Worthy” villages, with a character and community identity that differs from a modern, planned more urban neighbourhood such as Kings Barton.
- 14.13. Kings Barton is also expected to function increasingly as a relatively self-contained settlement, with on-site facilities intended to serve day to day community needs as delivery is completed. This strengthens the rationale for governance arrangements that reflect the area’s emerging identity and ensure local decision making remains focused on the requirements of a developing community, rather than being shaped primarily by the priorities of long-established settlements with different needs.
- 14.14. It is therefore considered that a dedicated parish council would provide the area with its own local voice, more focused representation, and stronger accountability for issues specific to Kings Barton as the development matures.

Proposed Changes Resulting from the Consultation. (Kings Barton & Headbourne Worthy Parish Area.)

- 14.15. Following a review of the Stage 2 consultation responses, officers are proposing the following changes to the proposal that was consulted upon.
- 14.16. Include the six properties at Well House Mews, Wellhouse Lane within the Kings Barton Parish Council area, to create a clearer and more legible northern boundary. Two responses were received from Well House Mews residents, expressing differing views; however, the Kings Barton Committee of the Parish Council strongly supported their inclusion in Kings Barton.
- 14.17. Having considered the written views of both Committees of Headbourne Worthy Parish Council and the views expressed through the consultation survey, officers are recommending including the area known as Barton Meadows within the Kings Barton Parish Council area.
- 14.18. The key points raised during the consultation regarding this were that Barton Meadows was seen as integral to the Kings Barton area and that residents have always understood it to be part of the wider Kings Barton community. Although the land is separated by the railway line, Barton Meadows is linked to the development by a tunnel, providing a reasonably clear and established connection.
- 14.19. Amend the Headbourne Worthy Parish boundary, accordingly, removing Well House Mews and Barton Meadows from that parish area as a result of the two changes above.

14.20. Increase the number of councillors from 11 to 12.

Kings Barton: Final Recommendations on Councillors and Warding

14.21. As described above and as set out in detail within the maps at Appendix 3.

14.22. Councillor Numbers: It is recommended the council comprise 12 councillors. (The rationale for councillor numbers can be found in the previous committee report – [available here](#).)

14.23. Warding: The parish will be unwarded.

14.24. Headbourne Worthy: The parish will be formally reduced to exclude the Kings Barton, Barton Meadow and W4 areas, preserving its status as a rural village authority as set out in detail in the map at Appendix 3.

15. Parish Council Precepts

15.1. Establishing a parish council comes with financial responsibilities. These are funded through a parish precept, which is an additional charge added to residents' Council Tax bills.

15.2. For several years, Council policy has been to charge a special expense to residents of the unparished town area, to meet the cost of services that benefit only the Winchester Town area. These are services which, in parished parts of the district, would normally be provided by parish councils.

15.3. For 2026/27, the total expenditure identified as special expenses for the Winchester Town area is £1,434,779. The Winchester Town Forum considered the draft budget on 22 January 2026 and recommended its approval, including a proposed 5% increase in the Town's special expense charge. This was subsequently agreed by [full Council on the 26 February 2026](#).

15.4. Consequently, the Band D Council Tax for Winchester Town special expenses for 2026/27 rose by 5% (£4.50) to £94.58. The equivalent average Parish Council precept across the district for 2026/27 is £126.51.

15.5. The establishment of a new council for the Town area will require a transition from the current Special Expenses (set by the City Council) to a separate Parish Precept, set by the elected parish councillors and reviewed annually. For a newly created parish, the principal council must calculate the first anticipated precept to include it in the Reorganisation Order which will be available for Full Council on the 20 August 2026.

- 15.6. The establishment of a new council for Kings Barton will also require an initial precept to be set. For a newly created parish, the principal council must calculate the first anticipated precept to include it in the Reorganisation Order which will be available for Full Council on the 20 August 2026. Subsequently, the level of the precept will be set by the elected parish councillors and reviewed annually.

16. Proposals for the Shadow Councils

- 16.1. It will be necessary to establish Shadow Councils to support the creation of the new parish councils. Their purpose will be to recruit the relevant clerks and determine any other matters requiring a decision before the new councils are formally implemented.
- 16.2. If this report is approved, the Shadow Councils will be asked to agree the recruitment process for their respective clerks, including the establishment of an appointments panel.
- 16.3. The Shadow Councils will comprise Winchester City Councillors whose wards fall wholly or partially within the boundary of the new parish councils. In the case of Kings Barton, it is proposed that the Shadow Council should include two Parish Councillors from Headbourne Worthy Parish Council, the three ward councillors from the Worthys ward and one ward councillor from the St Barnabas ward.
- 16.4. Officers will draft a Terms of Reference for the Shadow Councils to deal with quorum, election of a chairman etc. Officers from various service areas will be required to support the proposed Shadow Councils and the activities identified within the relevant workstreams.

17. Electoral Arrangements and Term of Office

- 17.1. It is proposed that the first elections for all seats on the two new councils be held on the ordinary day of local government elections in May 2027.
- 17.2. To ensure administrative efficiency and the effective synchronisation of local elections, it is recommended that the initial term of office for every councillor elected at this time be set at five years.
- 17.3. This would align the new councils with the broader Principal Council electoral cycle.
- 17.4. Following this initial transitional period, the councils will revert to the standard four-year electoral cycle as prescribed by the Local Government Act 1972 with the next election due in 2032.

18. Next Key Milestones

- September 2026: Final Reorganisation Order to be made.
- 1 January 2027: Shadow Councils established.
- 1 April 2027: Vesting Day; new councils legally established.
- May 2027: First elections for the new councils.

19. OTHER OPTIONS CONSIDERED AND REJECTED

- 19.1. To not approve the draft recommendations for further consultation. 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.
- 19.2. It was noted in the report to the Licensing Committee on 17 March 2026 that it had been proposed to adjust the boundary of Compton and Shawford Parish Council so that the property known as Overcombe, St Cross Road would be included within the St Michael Ward of the proposed Winchester Parish Council.
- 19.3. Whilst it would be possible for this Community Governance Review to amend the parish boundary for parish council purposes, it would not be possible to amend the corresponding City Council ward or Hampshire County Council division boundaries. As a result, the property would remain within different principal authority electoral boundaries from its neighbouring properties.
- 19.4. Having considered the implications, officers recommend that the parish boundary should not be altered at this time. Instead, it is proposed that the Local Government Boundary Commission for England be requested to consider this as part of its post-Local Government Reorganisation electoral review, which would be able to examine and, where appropriate, align all relevant electoral boundary arrangements.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

- a) LR606 - Community Governance Review - Stage 1 Consultation Results and Next Steps
- b) LR603 - Community Governance Review: Winchester Town Area – Draft Terms of Reference (29 September 2025)
- c) LR594 - Community Governance Review: Winchester Town Area (16 June 2025)
- d) WTF339 - Response to the request of Winchester Town Forum for CGR (12 June 2025)
- e) WTF337 - Request for Governance Review (23 January 2025)

APPENDICIES

- a) Appendix 1: Report of Public Perspectives “Winchester Community Governance Review Consultation: Stage 2 Report June 2026
- b) Appendix 2: Report to the Winchester Town Forum: WTF345 Assets to Transfer to The New Town Council
- c) Appendix 3: Final Recommendation Maps
 - Winchester Parish
 - Kings Barton Parish
 - Headbourne Worthy Parish

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Winchester Community Governance Review Consultation: Stage 2

Report

June 2026



Winchester
City Council



**Research, consultation and evaluation
for the public and charitable sectors.**

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Winchester Community Governance Review Consultation: Stage 2 – Report

Executive Summary

Introduction and background

1. Winchester City Council conducted a Stage 2 Community Governance Review (CGR) consultation on proposals to establish new parish councils for the unparished Winchester town area and Kings Barton. The consultation followed the Stage 1 consultation, which ran for seven weeks between November and December 2025 and received over 1,400 responses on the future governance of Winchester town and surrounding areas.
2. Having considered the Stage 1 consultation findings, the council consulted in Stage 2 of the process on the creation of two new parish councils:
 - A new parish council to represent the current unparished wards of the Winchester town area and W4 (land west of Courtenay Road), made up of 22 councillors and a precept to be determined that would replace the current “Special Expense” charge paid by residents.
 - A new parish council to represent Kings Barton, which includes the unparished area of Kings Barton currently within St Barnabas Ward, made up of 11 councillors, with a precept to be determined that would replace the Headbourne Worthy Parish Council precept which residents in Kings Barton currently pay.
3. Winchester City Council commissioned independent organisation Public Perspectives to support the consultation process and report the results of the consultation. This report and the associated analysis of the feedback received through the consultation will inform recommendations and the final decisions made by the council.

Approach

4. The consultation took place between Wednesday 13 May 2026 and Wednesday 24 June 2026 – a 6-week period.
5. The main method of response was via an open-access online consultation questionnaire available to all interested residents and stakeholders (the questionnaire is included in the appendix to this report). In addition, paper copies were available at the City Offices reception and could also be requested, and written responses submitted. E-mail and telephone support was also available.
6. The consultation was promoted through the council’s website, communication channels, such as the council’s e-newsletter, and promotional/marketing activity, including press releases and adverts in local newspapers, social media posts and adverts, and a leaflet drop via a door-to-door delivery service to 19,860 households in Winchester town, and Headbourne Worthy parish council area, including Kings Barton. There was also direct promotion to, and engagement with, all Council Members, council staff and other identified stakeholders such as businesses, community organisations, Hampshire County Council and parish councils across the district, as well as previous respondents to the Stage 1

consultation (where they had given consent for further contact). In addition, there were two drop-in sessions held to promote and discuss the consultation and support residents and other stakeholders to respond.

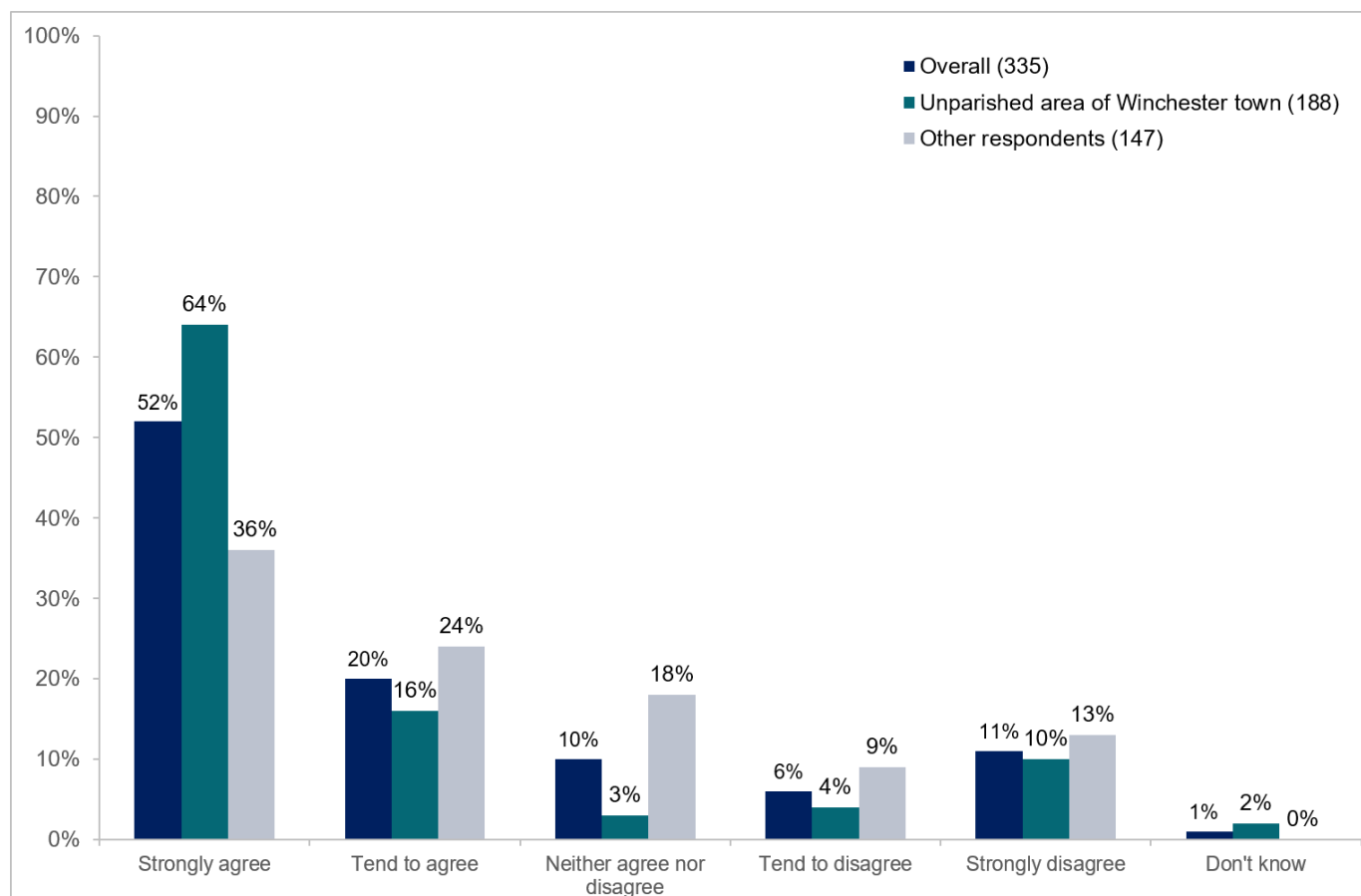
7. In total, 337 responded to the consultation questionnaire, including 3 paper/postal responses. There were also two written responses from residents, as well as written responses from the Kings Barton Committee of Headbourne Worthy Parish Council and the Headbourne Worthy Committee of the Parish Council, and one from local organisation, Winchester Dramatic Society / Chesil Theatre.

Key findings

Proposal for a new local parish council for the Winchester town area

8. There is **support for the creation of a new local parish council for Winchester town, especially amongst respondents that live in the area**. Overall, 72% of respondents agree with the creation of a new local parish council for the unparished area of Winchester town, including 52% that strongly agree.
9. 80% of respondents that live in the unparished area of Winchester town agree with the creation of a new local parish council for the unparished area of Winchester town, including 64% that strongly agree. Just 14% disagree and 3% neither agree nor disagree. Local residents' associations and other stakeholders also tended to support the proposal to create a parish council for Winchester town.
10. Support for the proposed Winchester town parish council was driven primarily by a desire for **stronger local representation, greater democratic accountability and maintaining a local voice** in anticipation of local government reorganisation. Respondents also highlighted the **importance of safeguarding Winchester's city status, mayoralty and civic identity**, while some considered the proposal would provide **parity with neighbouring parished areas**. Although some respondents suggested amendments to the proposed boundaries, these comments generally reflected support for the principle of a parish council rather than opposition to it. Among those expressing reservations, the principal concerns related to the potential cost of a parish precept and the creation of an additional layer of local government.

Figure 1: Level of agreement with the creation of a new local parish council for Winchester town



Numbers in brackets are the number of respondents.

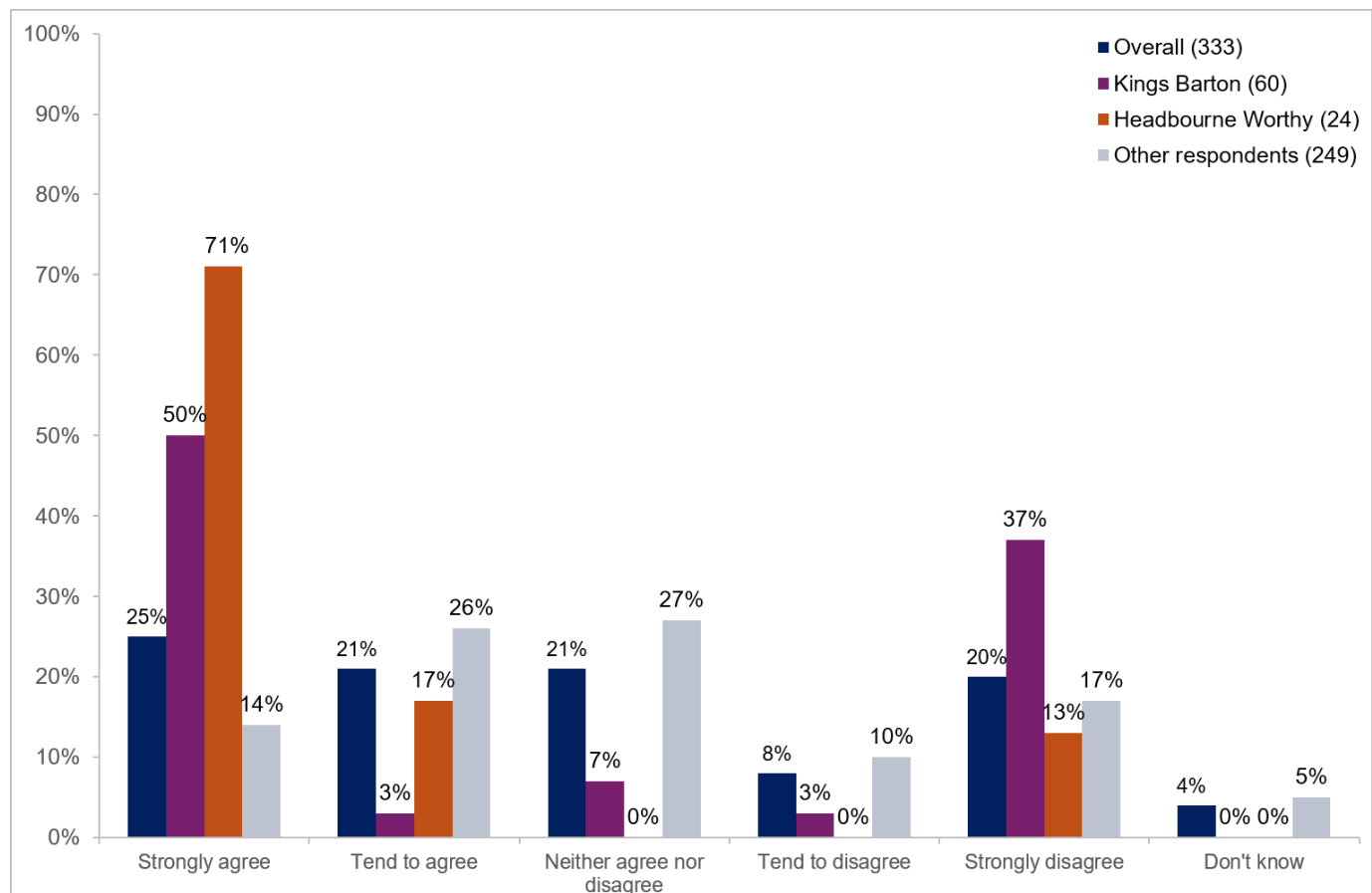
Note: Not all respondents answered all questions, and consequently the number of respondents for any given question may not add-up to the total of 337 respondents to the consultation. This is the case for all graphs/figures in this report.

Proposal for a new parish council for Kings Barton

11. Opinion on the proposal to create a separate parish council for Kings Barton was **more divided than for Winchester town. This said, on balance, there was more support than opposition, particularly among Kings Barton residents and stakeholders.** Overall, 46% of respondents supported the proposal, compared with 28% who opposed it, while 21% neither agreed nor disagreed.
12. Among Kings Barton respondents, 53% supported the proposal to create a parish council for Kings Barton while 40% opposed the proposal (noting the relatively small number of respondents). Both the Kings Barton Committee and the Headbourne Worthy Committee of Headbourne Worthy Parish Council supported the creation of a separate parish council. However, the Kings Barton Committee recommended amendments to the proposed parish boundaries to better reflect the community, while the Headbourne Worthy Committee raised concerns about the long-term financial sustainability of the remaining Headbourne Worthy parish and requested further assessment of its viability.
13. Support for a separate parish council for Kings Barton was driven primarily by the view that **Kings Barton has developed into a distinct and growing community with its own identity, facilities and priorities.** Respondents felt that a separate parish council would provide **dedicated local representation**, with councillors able to focus on the area's ongoing development, infrastructure, community facilities and local services as the community continues to expand. While many respondents supported the principle of a

separate parish, some **suggested amendments to the proposed boundaries**. Among those expressing reservations, the most common view was that Kings Barton should instead form part of a new Winchester town parish, reflecting its close relationship with the city. A smaller number preferred it to remain within Headbourne Worthy Parish Council or opposed the creation of an additional parish council because of concerns about cost and bureaucracy.

Figure 2: Level of agreement with the creation of a local parish council for Kings Barton



Numbers in brackets are the number of respondents.

Winchester Community Governance Review Consultation: Stage 2

Main report

Section 1: Introduction

Introduction and background

- 1.1. Winchester City Council conducted a Stage 2 Community Governance Review (CGR)¹ consultation on proposals to establish new parish councils for the unparished Winchester town area and Kings Barton. The consultation followed the Stage 1 consultation, which ran for seven weeks between November and December 2025 and received over 1,400 responses on the future governance of Winchester town and surrounding areas.
- 1.2. Having considered the Stage 1 consultation findings, the council consulted in Stage 2 of the process on the creation of two new parish councils:
 - A new parish council to represent the current unparished wards of the Winchester town area and W4 (land west of Courtenay Road), made up of 22 councillors and a precept to be determined that would replace the current “Special Expense” charge paid by residents.
 - A new parish council to represent Kings Barton, which includes the unparished area of Kings Barton currently within St Barnabas Ward, made up of 11 councillors, with a precept to be determined that would replace the Headbourne Worthy Parish Council precept which residents in Kings Barton currently pay.
- 1.3. Winchester City Council commissioned independent organisation Public Perspectives to support the consultation process and report the results of the consultation. This report and the associated analysis of the feedback received through the consultation will inform recommendations and the final decisions made by the council.

Approach

- 1.4. The consultation took place between Wednesday 13 May 2026 and Wednesday 24 June 2026 – a 6-week period.
- 1.5. The main method of response was via an open-access online consultation questionnaire available to all interested residents and stakeholders (the questionnaire is included in the appendix to this report). In addition, paper copies were available at the City Offices

¹ A Community Governance Review (CGR) is a way to make changes to local council arrangements so communities are suitably represented. The review can consider a number of issues, such as creating, changing or merging parish or town council boundaries. A CGR is a legal process that gives residents and organisations an opportunity to share their views on what they feel is the most suitable way for their community to be represented. A Community Governance Review has more than one stage of consultation. This staged approach allows for a structured process where residents' and stakeholders' initial thoughts shape potential solutions (stage one), resulting in specific draft recommendations that are subject to further consultation (stage two) prior to a formal decision being made.

reception and could also be requested, and written responses submitted. E-mail and telephone support was also available.

- 1.6. The consultation was promoted through the council's website, communication channels, such as the council's e-newsletter, and promotional/marketing activity, including press releases and adverts in local newspapers, social media posts and adverts, and a leaflet drop via a door-to-door delivery service to 19,860 households in Winchester town and Headbourne Worthy parish council area, including Kings Barton. There was also direct promotion to, and engagement with, all Council Members, council staff and other identified stakeholders such as businesses, community organisations, Hampshire County Council and parish councils across the district, as well as previous respondents to the Stage 1 consultation (where they had given consent for further contact).
- 1.7. In addition, 60 households in the Barton Farm area were directly sent a letter promoting the consultation. These households are part of the unparished St. Barnabas Ward in Winchester town, but also part of the Kings Barton development area, which itself is part of the Headbourne Worthy parish council area. Additionally, homes in Well House Mews also received a direct letter promoting the consultation, which encouraged them to confirm whether they preferred to remain in the Headbourne Worthy parish council area or become part of the proposed Kings Barton parish council area.²
- 1.8. There were also two drop-in sessions held to promote and discuss the consultation and support residents and other stakeholders to respond:
 - Monday 1 June, 4-7pm: Guildhall Winchester.
 - Wednesday 3 June, 3-5pm: Cala Sales Office, Monarchs Mead, Kings Barton.
- 1.9. The following table highlights where respondents heard about the consultation:

Figure 1.1: Sources of hearing about the consultation

Source	% of respondents
Council e-mail or newsletter	53%
Poster or flyer	17%
Council website	11%
Direct e-mail or letter	9%
Via a local councillor	7%
Via a local organisation	6%
Other social media	6%
Other council communication or event	5%
Council social media	3%
A relative or a friend	3%
An advert in a local newspaper	2%
Other	4%
Don't know	1%

Number of respondents: 331. Note: Respondents could select more than one answer, consequently responses add up to over 100%. Question asked: How did you hear about this consultation?

² Two of the six households responded. One stated that properties in Well House Mews should remain within the Headbourne Worthy parish council area, while the other felt they should become part of the proposed Kings Barton parish council area.

- 1.10. In total, 337 responded to the consultation questionnaire, including 3 paper/postal responses. There were also two written responses from residents, as well as written responses from the Kings Barton Committee of Headbourne Worthy Parish Council and the Headbourne Worthy Committee of the Parish Council, and one from local organisation, Winchester Dramatic Society / Chesil Theatre.
- 1.11. The following table summarises the background of respondents to the consultation questionnaire:

Figure 1.2: Background of respondents

Background	No. of respondents	% of respondents
A resident living in the Winchester district	323	96%
Someone who works in the Winchester district	36	11%
Someone who studies in the Winchester district	1	0%
A voluntary or community organisation	8	2%
A parish council or parish meeting	1	0%
Another public sector organisation	0	0%
A local councillor	5	1%
A business operating in the Winchester district	2	1%
Other	6	2%

Note: Respondents could select more than one answer, consequently responses add up to over 100%.

Question asked: Are you responding as . . . ?

- 1.12. The following table shows the geographic location of residents that responded to the questionnaire, as well as those that work or study in Winchester district, organised by the areas targeted through the CGR:

Figure 1.3: Geographical location of respondents

Location	No. of respondents	% of respondents
Unparished area of Winchester town	189	58%
Kings Barton	60	18%
Headbourne Worthy parish council area (exc. Kings Barton)	24	7%
Elsewhere within the Winchester district	45	14%
Outside of the Winchester district	5	2%
Don't know	5	2%

Question asked: Which area do you live in?

- 1.13. There is a spread of responses across different demographic groups, albeit an over-representation of older residents and men.³ The following table summarises the demographic background of respondents:

³ There was consideration to 're-weight' the data in line with population demographics, for example around age. However, this is an open-access consultation, which typically reflects levels of interest in the subject matter rather than being wholly representative of the wider population. That said, all results have been analysed by different population groups including age groups and geographical areas to identify differences in opinion by types of respondents and areas.

Figure 1.4: Demographic profile of respondents

Sex	No. of respondents	% of respondents
Female	119	38%
Male	178	57%
Another term	0	0%
Prefer not to say	17	5%
Age		
Under 18	0	0%
18-24	2	1%
25-34	15	5%
35-44	30	9%
45-54	52	16%
55-64	51	16%
65-74	79	25%
75-84	63	20%
85+	7	2%
Prefer not to say	20	6%
Ethnic background		
White	268	88%
Non-White	4	1%
Prefer not to say	33	11%
Religion		
Christian	151	48%
Other religion	6	2%
No religion	110	35%
Prefer not to say	50	16%
Disability		
Yes	25	8%
No	257	81%
Prefer not to say	34	11%
Employment status		
Employed/self-employed	135	42%
Not employed/self-employed	9	3%
Retired	146	46%
Prefer not to say	30	9%
Housing situation		
Owner-occupier	272	86%
Privately renting	13	4%
Renting from the council or housing association	7	2%
Other	2	1%
Prefer not to say	24	8%

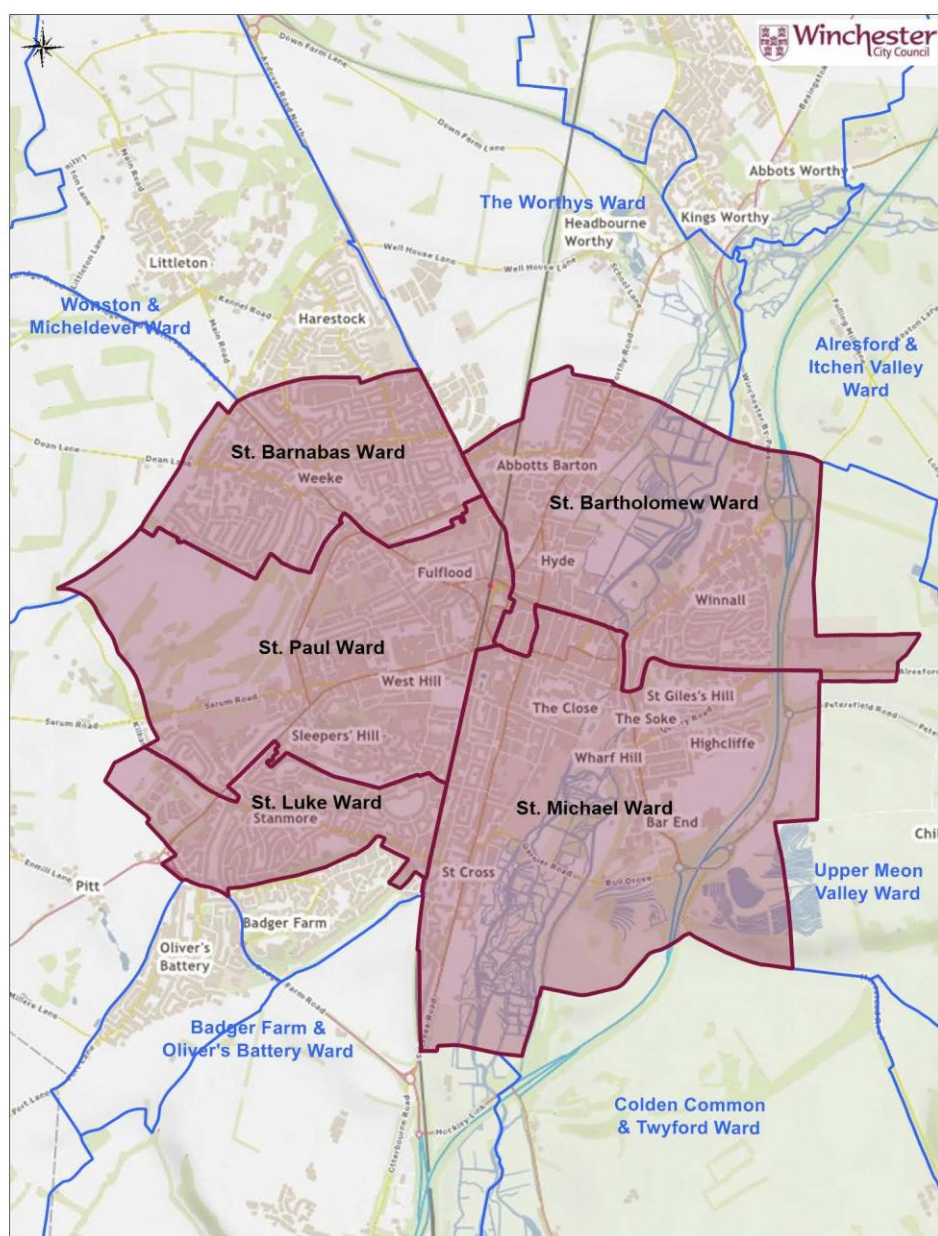
Reporting

- 1.14. The remainder of this report presents the key findings from the consultation. The results have been analysed against all demographic and key variables/questions to identify any important differences in opinion between different groups, especially by geography when considering options relating to specific areas.
- 1.15. In addition, the open-ended comments received in the questionnaire have been reviewed and key themes presented in the report.
- 1.16. The report is organised in-keeping with the structure of the consultation questionnaire, as follows:
 - Section 2: Proposal for a new local parish council for the Winchester town area
 - Section 3: Proposal for a new parish council for Kings Barton

Section 2: Proposal for a new local parish council for the Winchester town area

Introduction

- 2.1. This section presents findings about proposals to create a new local parish council for the unparished area of Winchester town, including comments on the proposed number of councillors or the introduction of a parish precept for Winchester town.
- 2.2. The area proposed to be included within the parish council for the Winchester town area is shown on the following map, which is essentially the currently unparished area of the town. In addition, land west of Courtenay Road, also known as W4, which is currently part of Headbourne Worthy parish area, is proposed for inclusion within the new Winchester town parish area. The following map provides context in understanding the findings of the subsequent questions:

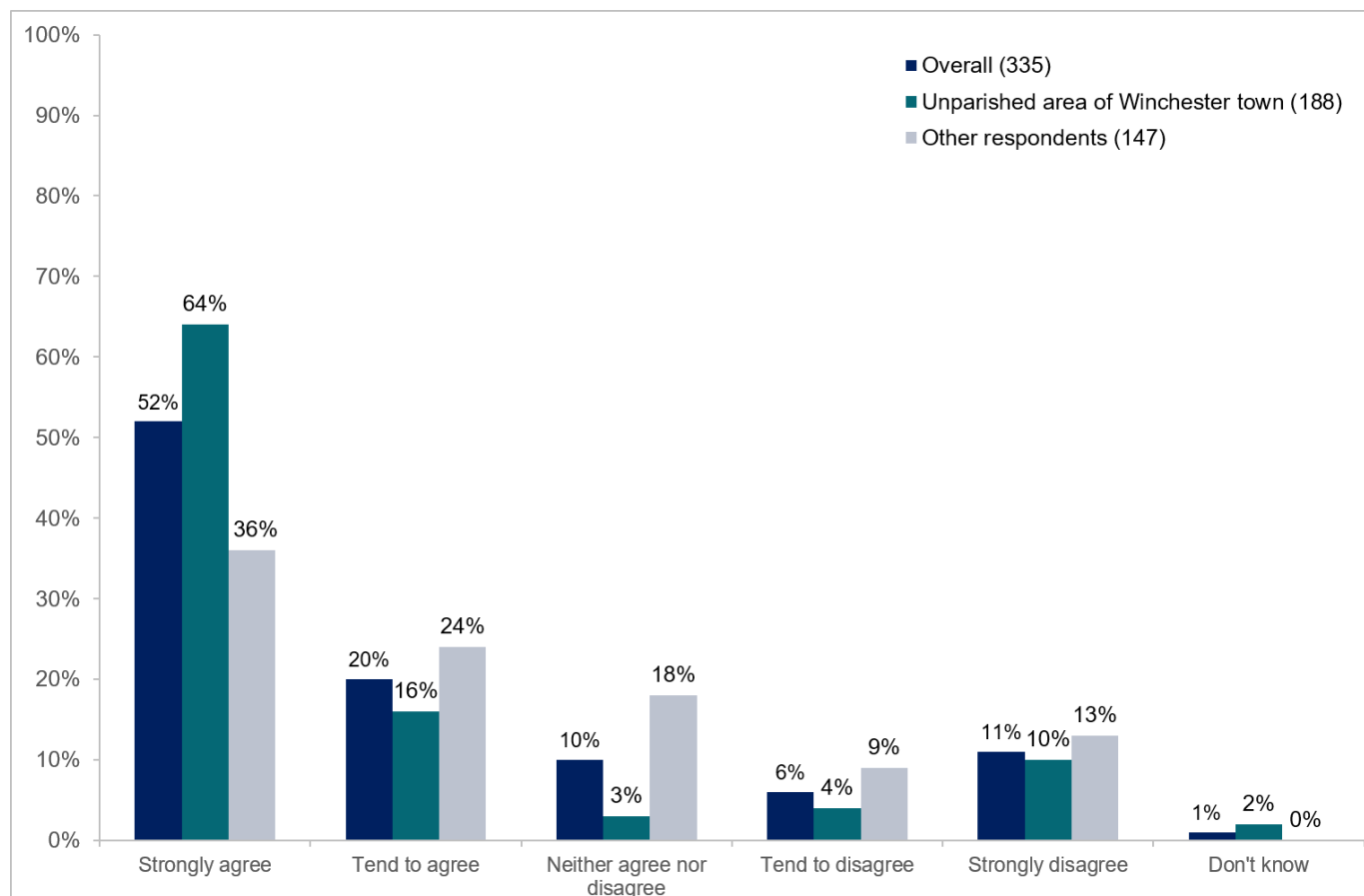


To what extent do you agree or disagree with the proposal to form a new local parish council for Winchester town (as shown in the map above)?

Almost three-quarters of respondents agree with the creation of a new local parish council for the unparished area of Winchester town, especially respondents living in the town itself

- 2.3. Overall, 72% of respondents agree with the creation of a new local parish council for the unparished area of Winchester town, including 52% that strongly agree.
- 2.4. 10% neither agree nor disagree and 17% disagree, including 11% that strongly disagree.
- 2.5. 80% of respondents that live in the unparished area of Winchester town agree with the creation of a new local parish council for the unparished area of Winchester town, including 64% that strongly agree. Just 14% disagree and 3% neither agree nor disagree.
- 2.6. Cathedral Streets and Orams Arbour Residents' Associations (Winchester town residents' associations), as well as the Winchester Business Improvement District, Friends of St. Giles Hill park and Winchester Dramatic Society / Chesil Theatre support the creation of a parish council for the town to ensure its city status, Mayoralty, civic identity and representation.
- 2.7. The City of Winchester Trust supported the creation of a parish council for Winchester town but opposed the proposed boundaries, arguing that Harestock and Kings Barton should be included as they are integral parts of Winchester and too small to operate effectively as separate parish councils.

Figure 2.1: Level of agreement with the creation of a new local parish council for Winchester town



Numbers in brackets are the number of respondents. Note: Not all respondents answered all questions, and consequently the number of respondents for any given question may not add-up to the total of 337 respondents to the consultation. This is the case for all graphs/figures in this report.

- 2.8. Respondents were asked to explain their answers, with 237 or 70% providing a response.
- 2.9. Among **respondents who agreed** with the proposal, support was driven primarily by a desire for **stronger local representation and a more direct democratic voice and accountability** for residents of **Winchester town** (cited by approximately 35% of all respondents).⁴ This is especially in light of the potential local government reorganisation and associated creation of a larger unitary council.
- 2.10. Relatedly, some respondents said that creating a new parish council would help **safeguard Winchester's City status, mayoralty and civic identity** (cited by approximately 5%).
- 2.11. A theme of **fairness and parity** also stands out (cited by approximately 10%), with respondents arguing that Winchester town should have the same level of local governance as neighbouring parished areas, with some describing the proposal as addressing a long-standing imbalance.
- 2.12. While supporting the principle of a parish council, several respondents **questioned the proposed boundaries** (cited by approximately 15%). These comments generally related to the geography of the proposed parish rather than opposition to its creation. The most common suggestions were to: include Harestock and/or Kings Barton; exclude W4 (land west of Courtenay Road); or review boundaries to better reflect the urban extent of Winchester.
- 2.13. Among those expressing reservations or opposition, the most common concern was the **potential cost of a new parish council** (cited by approximately 15%). Respondents questioned whether it represented good value for money and were concerned about paying an additional precept or increasing council tax.
- 2.14. A smaller number of respondents felt an additional parish council would **duplicate existing arrangements, increase bureaucracy or provide little additional benefit**, questioning whether another council was necessary (cited by approximately 10%).

⁴ The themes and findings from open-ended questions are presented including approximated percentages/numbers of respondents (rounded up or down). This is to help provide an indication of relative importance of the themes/findings. These should be treated as such (i.e. approximations) rather than conclusive percentages, given the qualitative nature of the data. Please also note that respondents often cited multiple points and therefore the approximated percentages often add-up to over the stated number of respondents.

Do you have any comments on the proposed number of councillors or the introduction of a parish precept for Winchester town?

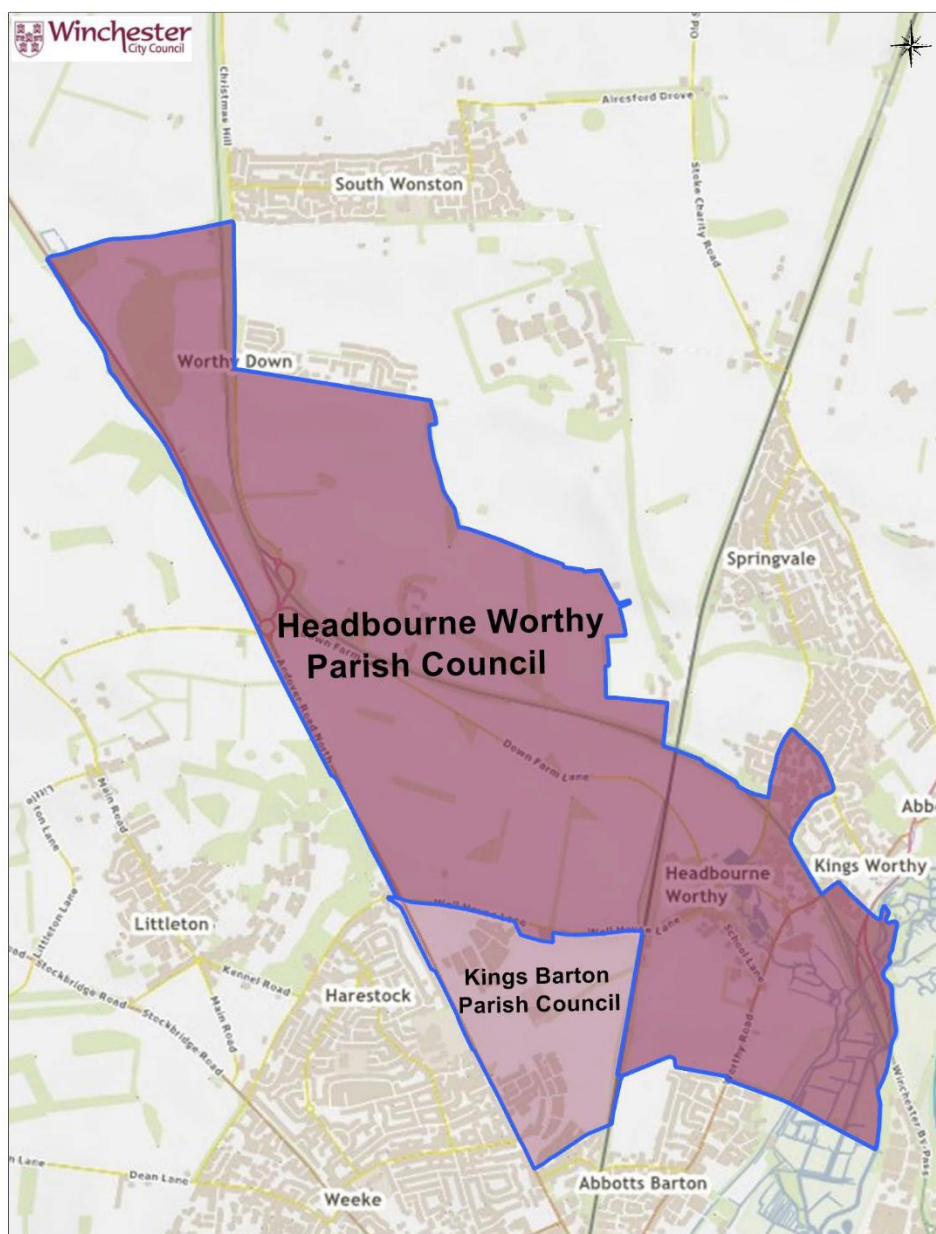
Many respondents either had no further comments or felt the proposed number of councillors and the introduction of a parish precept were reasonable, while a smaller number of respondents raised concerns about the potential cost of the precept and whether 22 councillors was more than necessary

- 2.15. 220 or 65% of respondents provided comments about the proposed number of councillors or the introduction of a parish precept for Winchester town.
- 2.16. The majority of respondents who commented **expressed no concerns, describing both the proposed number of councillors and the introduction of a parish precept as reasonable, proportionate or appropriate** (cited by approximately 40% of all respondents). Many simply stated they had no comments or that the proposals "looked fine" or "made sense".
- 2.17. The most **common concern related to the financial implications of introducing a parish precept** (cited by approximately 15%). These respondents questioned whether it would increase council tax, whether they could afford higher charges and whether the additional expenditure would provide value for money. Several also suggested any precept should be kept as low as possible.
- 2.18. This said, in contrast, approximately 5% **explicitly recognised that a parish council would require its own funding and accepted that a parish precept was an appropriate mechanism**, particularly if it replaced the existing Special Expenses charge. Others emphasised that the council should be adequately funded to fulfil its responsibilities.
- 2.19. A number of respondents felt that **22 councillors was unnecessarily high** (cited by approximately 10%). Suggestions included reducing the overall number, using a lower councillor-to-electors ratio or aligning representation more closely with comparable parish councils. Some felt a smaller council would be more efficient and less expensive.
- 2.20. A small number of respondents sought **additional information/clarification before expressing a firm view** (approximately 5%). Questions centred on how the precept would be set, whether councillors would receive payment, how representation had been calculated and whether the council would be politically balanced.

Section 3: Proposal for a new parish council for Kings Barton

Introduction

- 3.1. This section presents findings about proposals to create a new parish council for Kings Barton, including comments on the proposed number of councillors or the introduction of a parish precept for Kings Barton.
- 3.2. The council consulted on the proposal to establish a new parish council for Kings Barton. In doing so, the parish council area of Headbourne Worthy would be reduced as it would no longer include Kings Barton (and also the land west of Courtenay Road (W4), which is proposed for inclusion within the new parish council for Winchester town). The following map provides context in understanding the findings of the subsequent questions:

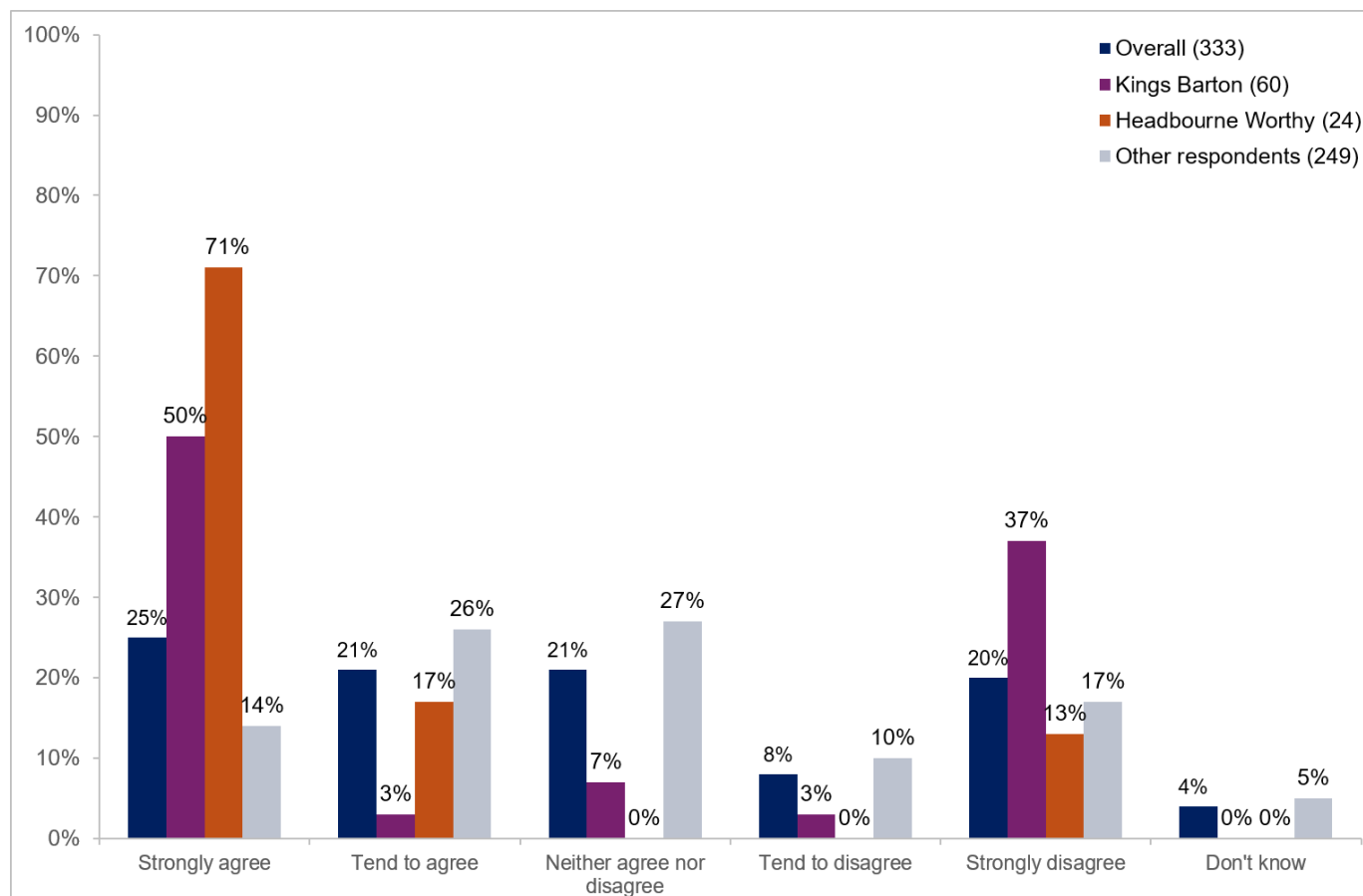


To what extent do you agree or disagree with the proposal to form a separate parish council for Kings Barton (as shown in the map above)?

About half of respondents agree with the creation of a new parish council for Kings Barton, especially respondents living in Kings Barton, while two-fifths of Kings Barton respondents disagree

- 3.3. Overall, 46% of respondents agree with the creation of a new parish council for Kings Barton, including 25% that strongly agree.
- 3.4. 21% neither agree nor disagree and 28% disagree, including 20% that strongly disagree.
- 3.5. 53% of respondents that live in Kings Barton agree with the creation of a new parish council for the area, including 50% that strongly agree (although note the relatively small number of respondents). In contrast, 40% disagree, including 37% that strongly disagree.
- 3.6. 88% of respondents that live in Headbourne Worthy parish area (excluding Kings Barton) agree with the creation of a new parish council for Kings Barton, including 71% that strongly agree (noting the small number of respondents). 13% strongly disagree.
- 3.7. The Kings Barton Committee of Headbourne Worthy Parish Council expressed support for the creation of a parish council for Kings Barton. However, it recommended amendments to the proposed Kings Barton parish, including the incorporation of Barton Meadows, land alongside Andover Road to the Three Maids roundabout, and the Well House Mews development, arguing these areas are closely connected to the Kings Barton community or its future growth.
- 3.8. The Headbourne Worthy Committee of Headbourne Worthy Parish Council supports the creation of a parish council for Kings Barton. However, it raised concerns about the long-term financial viability of the remaining Headbourne Worthy parish following the potential separation, particularly given its reduced tax base and the potential transfer of additional responsibilities under local government reorganisation. The Committee requested that Winchester City Council assess and publish evidence on the financial sustainability of the revised parish. It also supported including the Park and Ride site within Kings Barton parish, noted the financial implications of Barton Meadows remaining with Headbourne Worthy, and observed that Well House Mews has stronger links to Kings Barton, although it did not express a firm view on its inclusion.

Figure 3.1: Level of agreement with the creation of a local parish council for Kings Barton



Numbers in brackets are the number of respondents.

- 3.9. Respondents were asked to explain their answers, with 251 (74%) providing a response.
- 3.10. The dominant reason for supporting the proposal was that **Kings Barton has become a sizeable community with its own identity, facilities and priorities**. Respondents felt these characteristics justified establishing a separate parish council (cited by approximately 25% of all respondents).
- 3.11. Relatedly, some respondents felt a separate parish council would **ensure Kings Barton residents were represented by councillors focused on the area's particular issues, especially as the development continues to expand** (cited by approximately 15%).
- 3.12. **Whilst supporting the principle of a Kings Barton parish, boundary issues were also a prominent theme** (cited by approximately 15%). Respondents commented on the proposed geography of the parish, with the most common suggestions being to include Barton Meadows and Well House Mews within a Kings Barton parish and to review other aspects of the proposed boundary.⁵
- 3.13. A sizeable minority supported the principle of local representation but believed **Kings Barton should be incorporated within the proposed Winchester town parish rather than forming a separate parish** (cited by approximately 15%). These respondents argued that Kings Barton functions as part of the urban area, uses city services and facilities, and will become increasingly integrated with Winchester over time.
- 3.14. A smaller group considered that **Kings Barton should remain within Headbourne Worthy Parish Council** (approximately 5%). Reasons included existing links with Headbourne Worthy, concerns about creating a small standalone parish, particularly in the case of Headbourne Worthy, but also to a lesser extent Kings Barton, and the desire to retain existing governance arrangements.
- 3.15. A similar number **opposed the proposal because they considered an additional parish council unnecessary or likely to increase costs** through a further parish precept or additional bureaucracy (cited by approximately 5%).
- 3.16. Several respondents argued that the **views of Kings Barton residents should carry the greatest weight**, believing those directly affected should determine whether a separate parish council is established. Relatedly, a number of respondents explained that they did not live in Kings Barton or were unfamiliar with the area and therefore felt unable to express a strong view (cited by approximately 15%).

⁵ Following the consultation, Winchester City Council has proposed including Barton Meadows and Well House Mews within the proposed Kings Barton parish council area. These locations were among the most frequently cited boundary issues raised by respondents during the consultation.

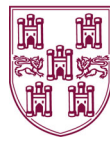
Do you have any comments on the proposed number of councillors or the introduction of a parish precept for Kings Barton?

Several respondents either had no further comments or felt the proposed number of councillors and the introduction of a parish precept were reasonable, while a smaller number of respondents raised concerns about the potential cost of the precept and whether 11 councillors was too many or too little

- 3.17. 185 or 55% of respondents provided comments about the proposed number of councillors or the introduction of a parish precept for Kings Barton.
- 3.18. The majority of respondents **either made no further comments or indicated that the proposed arrangements appeared reasonable**. Many stated they were content with the proposed number of councillors and accepted that a parish precept would be required to fund the new council (cited by approximately 35% of all respondents).
- 3.19. A smaller number said the new parish council should **comprise 12 councillors rather than 11**. These respondents compared Kings Barton with neighbouring parishes, and argued that representation should reflect the completed size of the development rather than its current population (cited by approximately 10%). This point was also made by the Kings Barton Committee of Headbourne Worthy Parish Council.
- 3.20. In contrast, a few respondents **considered 11 councillors excessive for a single housing development**. Some questioned whether sufficient candidates could be found to fill all positions, while others felt a smaller council would be more proportionate and cost-effective (cited by approximately 5%).
- 3.21. Presenting a more neutral view, a small number of respondents **sought greater clarity on how the proposed number of councillors had been determined**. Several suggested it should follow **national guidance or be based on a consistent councillor-to-electors ratio** applied across comparable parishes (cited by approximately 5%).
- 3.22. A similar number commented on the **potential cost of the new parish council**. Concerns centred on keeping the parish precept as low as possible, ensuring value for money and avoiding unnecessary increases in local taxation (cited by approximately 5%).
- 3.23. This said, some other respondents **explicitly supported introducing a parish precept**, recognising that it would be necessary to fund the new parish council and its services (cited by approximately 5%).
- 3.24. A minority reiterated their **opposition to creating a separate parish council for Kings Barton**, arguing that questions about councillor numbers and a parish precept were unnecessary because Kings Barton should instead remain with Headbourne Worthy or become part of a new Winchester town parish (cited by approximately 5%).

Appendix: Consultation Questionnaire

Note: This is the paper version of the questionnaire.



Consultation on the future governance of the Winchester town area and Kings Barton

Introduction

We want to hear from local residents, businesses and community groups with their views on the future governance arrangements for the Winchester town area and Kings Barton, as part of the second stage of a Community Governance Review.

Following an initial stage of consultation, and having considered the responses, this questionnaire asks your views on Winchester City Council's proposal to form a new parish council for the unparished area of Winchester Town *and* a separate parish council for Kings Barton.

You can read what residents, businesses and organisations told us in the stage one consultation report on the council's dedicated webpage: www.winchester.gov.uk/cgr

This questionnaire will take about 10 minutes to complete. **It will be open until 23.59 on Wednesday 24 June 2026. Please put it in the post by this date and send directly to Public Perspectives using the Freepost address at the end of this questionnaire.**

There will be some drop-in sessions if you would prefer to ask questions in person:

- Monday 1 June: Guildhall Winchester, SO23 9GH; 4-7pm
- Wednesday 3 June: Cala Sales Office, Monarchs Mead, Kings Barton, SO22 6GR; 3-5pm

The consultation is running with support from Public Perspectives, an independent organisation that works with local councils and communities.

Your personal details are managed securely and within data protection laws. Your responses are anonymous and confidential. This means that we will not report your answers alongside your personal details in such a way that you can be identified. Please visit the following to read the Council's and Public Perspectives' privacy notices:

www.winchester.gov.uk/strategies-and-policies/data-protection-privacy

www.publicperspectives.co.uk/data-security-and-privacy/

If you have questions you can email: CGR@winchester.gov.uk or if you need support in completing this questionnaire, you can do this by calling Public Perspectives on Freephone: 0800 865 4898 (please leave a message and we will call you back).

Before completing the questionnaire, please read the background information on the Council's website and especially the Frequently Asked Questions, which explain more about the background to the proposals and will help you to respond:
www.winchester.gov.uk/CGR

Your background

Q1. Are you responding as . . .?

Please select all relevant answers. These questions help us understand who is responding.

- ☐ A resident living in the Winchester district
- ☐ Someone who works in the Winchester district
- ☐ Someone who studies in the Winchester district
- ☐ A voluntary or community organisation
- ☐ A parish council or parish meeting
- ☐ Another public sector organisation
- ☐ A local councillor
- ☐ A business operating in the Winchester district
- ☐ Other

If 'Other', please state:

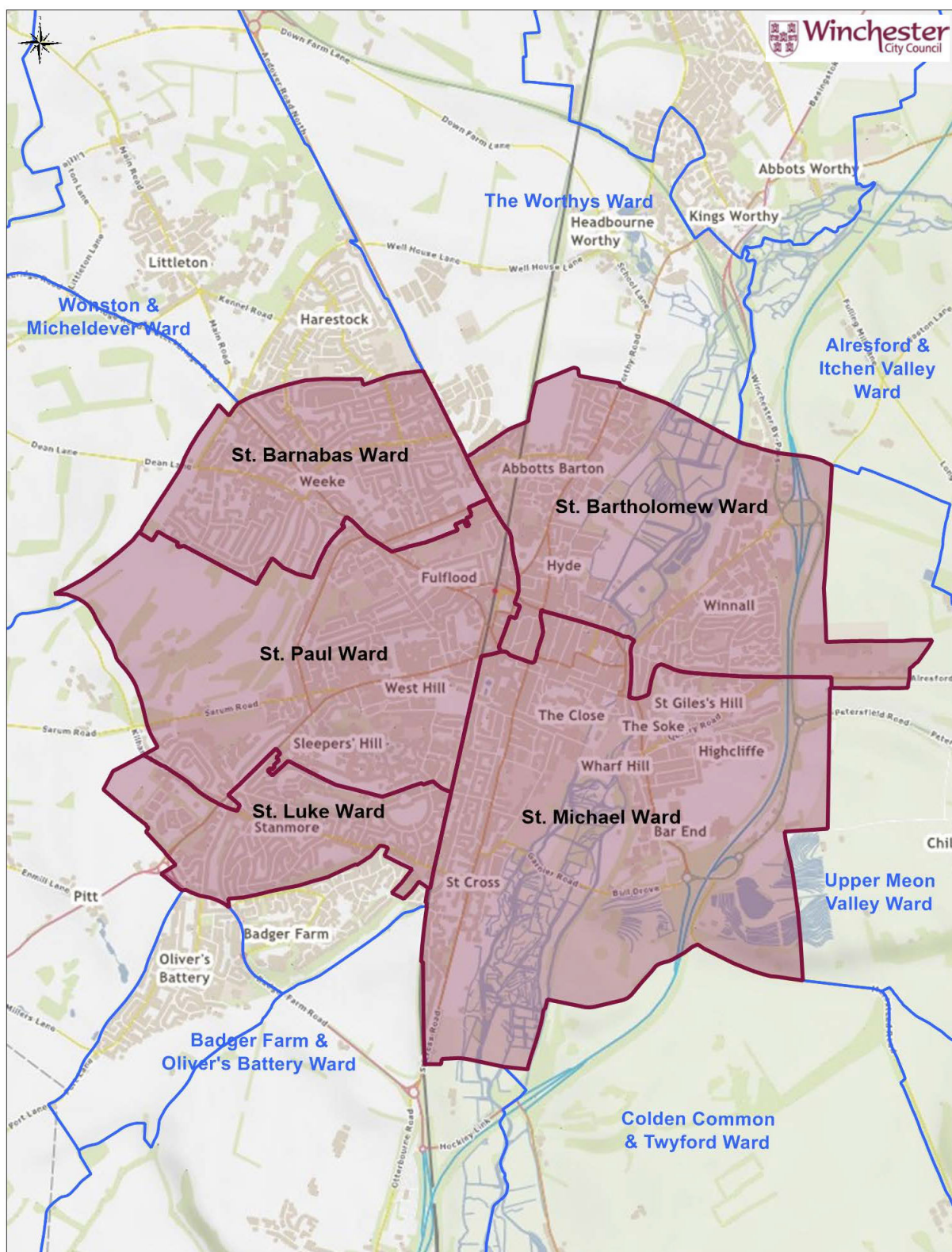
Please state the name of the organisation or business you represent:

Proposal for a new local parish council for the Winchester town area

Winchester town is an unparished area and does not have a parish council. This is different from all other areas in the district, which have parish councils representing their local communities.

Following a public consultation last year (November to December 2025), there were over 1,400 responses on the future governance of Winchester Town. Overall, there was support for creating a new parish council for the currently unparished area, especially amongst residents living in the unparished area itself. You can view the responses from the stage one consultation on pages 9 to 14 in the consultation report.

The area proposed to be included within the parish council for the Winchester town area is shown on the following map, which is essentially the currently unparished area of the town. In addition, land West of Courtenay Road, also known as W4, which is currently part of Headbourne Worthy Parish area, is proposed for inclusion within the new Winchester town parish area.



Q2. To what extent do you agree or disagree with the proposal to form a new local parish council for Winchester town (as shown in the map on the previous page)?

Please select one answer only.

- ☐ Strongly agree
- ☐ Tend to agree
- ☐ Neither agree nor disagree
- ☐ Tend to disagree
- ☐ Strongly disagree
- ☐ Don't know

Why have you answered in this way?

Research and national guidance suggest that parish councils of this size typically have between 13 and 25 councillors, with similar councils having approximately one councillor to every 1,300 to 2,100 electors. It is proposed that a new Winchester Town parish council would comprise 22 councillors representing five wards, providing an average ratio of around 1,300 electors per councillor.

Establishing a new parish council requires the introduction of a parish precept, an element of Council Tax used to fund local services. Currently, these services are funded through a “Special Expenses” charge applied to residents in the unparished Winchester Town area, which for 2026/27 is £94.58 for a Band D property, compared to an average parish precept of £126.51 across the district. The creation of a parish council would involve replacing this “Special Expenses” charge with a locally set precept, determined annually by elected parish councillors.

Q3. Do you have any comments on the proposed number of councillors or the introduction of a parish precept for Winchester town?

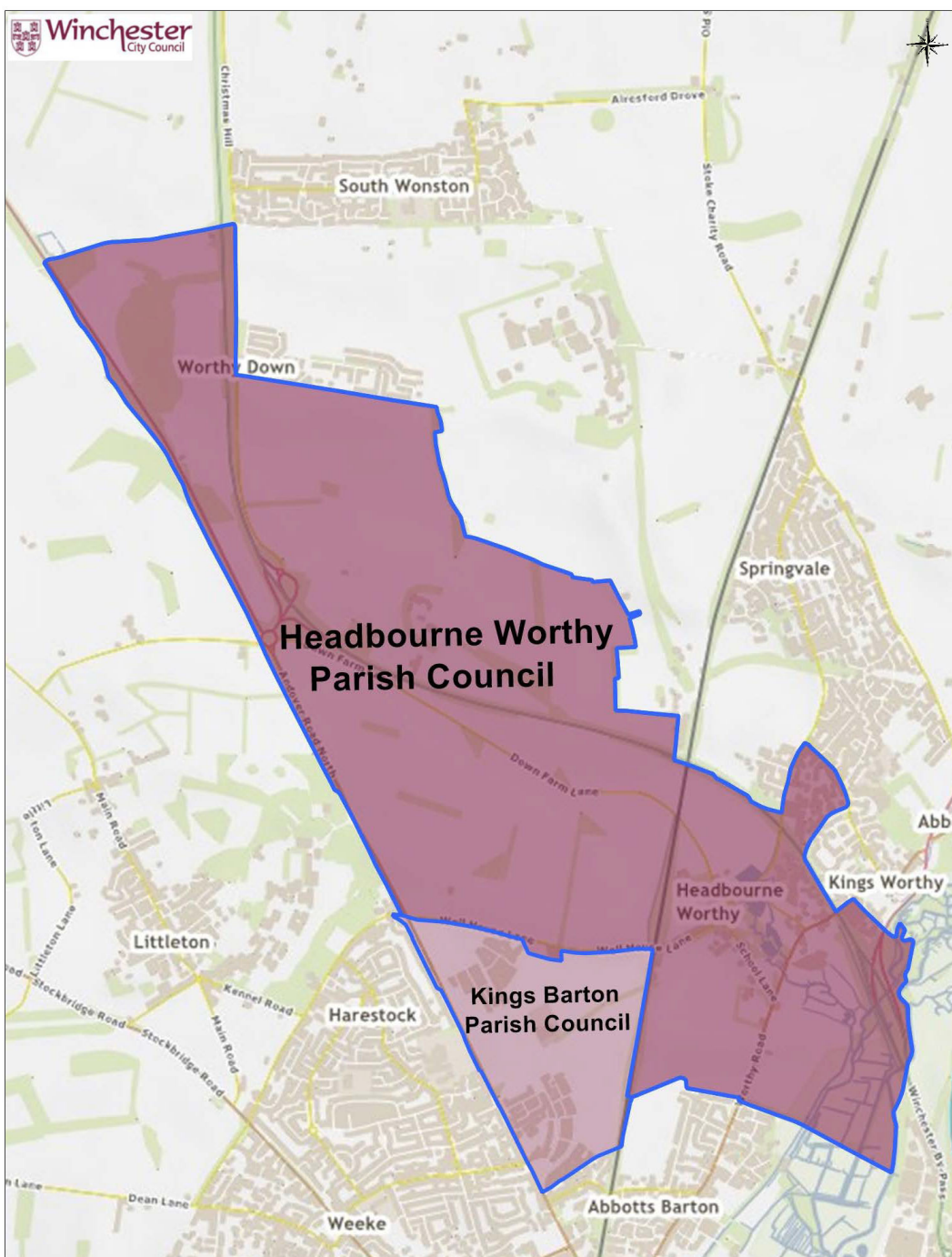
Please make comments below:

Proposal for a new parish council for Kings Barton

Kings Barton is a major new development of around 2,000 homes, and the stage one consultation explored whether it should form part of a wider Winchester Town parish council, remain within the Headbourne Worthy parish council area, or have a separate parish council. Overall views were mixed, although residents in Kings Barton were more supportive of a separate parish council for the area. You can view the responses from the stage one consultation on pages 18 to 23 in the consultation report.

The Council is asking for views on the proposal to establish a new parish council for Kings Barton. In doing so, the parish council area of Headbourne Worthy would be reduced as it would no longer include Kings Barton (and also the land west of Courtenay Road (W4), which is proposed for inclusion within the new parish council for Winchester town).

The following map shows the boundaries of the proposed parish council for Kings Barton, along with the new boundary for Headbourne Worthy Parish Council:



Q4. To what extent do you agree or disagree with the proposal to form a separate parish council for Kings Barton (as shown in the map on the previous page)?

Please select one answer only.

- ☐ Strongly agree
- ☐ Tend to agree
- ☐ Neither agree nor disagree
- ☐ Tend to disagree
- ☐ Strongly disagree
- ☐ Don't know

Why have you answered in this way?

It is proposed that a new parish council for Kings Barton would comprise 11 councillors and will not be divided into wards, which reflects the area's current size. It means the councillors elected represent the community as a whole.

Establishing a new parish council would require the introduction of a parish precept, an element of Council Tax used to fund local services. For context, the current Band D precept for Headbourne Worthy Parish Council is £115.14 for 2026/27, compared to an average parish precept of £126.51 across the district. Residents of Kings Barton would pay the parish precept set by the new parish council (determined annually by the elected parish councillors) and would no longer pay the Headbourne Worthy parish precept.

Q5. Do you have any comments on the proposed number of councillors or the introduction of a parish precept for Kings Barton?

Please make comments below:

Living, working and studying in Winchester

Q5a. If you are representing an organisation or business, which areas does your organisation mainly operate in?

Please select all relevant answers.

- ☐ Unparished area of Winchester town
- ☐ Kings Barton
- ☐ Headbourne Worthy Parish Council area (excluding Kings Barton)
- ☐ Elsewhere within the Winchester district
- ☐ Outside of the Winchester district
- ☐ Don't know

Q6a. If you live, work or study in the Winchester district, which area do you live in?

Please select one answer only.

- ☐ Unparished area of Winchester town
- ☐ Kings Barton
- ☐ Headbourne Worthy Parish Council area (excluding Kings Barton)
- ☐ Elsewhere within the Winchester district
- ☐ Outside of the Winchester district
- ☐ Don't know

Q6b. If you live, work or study in the Winchester district, what is your postcode?
(This is asked so we can analyse the results by different areas. We will not be able to identify you personally)

Q7. If you live, work or study in the Winchester district, where is your main place of work or study?

Please select all relevant answers.

- ☐ Unparished area of Winchester town
- ☐ Kings Barton
- ☐ Headbourne Worthy Parish Council area (excluding Kings Barton)
- ☐ Elsewhere within the Winchester district
- ☐ Outside of the Winchester district
- ☐ Don't know
- ☐ Not applicable - not currently in work / education

Other comments

Q8. Do you have any other comments, concerns or suggestions about the proposed new parish councils for Winchester town and Kings Barton?

Please make comments below:

Q9a. How did you hear about this consultation?

Please select all relevant answers.

- | | |
|---|---|
| ☐ Council website | ☐ Poster or flyer |
| ☐ Council e-mail or newsletter | ☐ Direct e-mail or letter |
| ☐ Other council communication or event | ☐ An advert in a local newspaper |
| ☐ Council social media | ☐ A relative or a friend |
| ☐ Other social media | ☐ Other |
| ☐ Via a local councillor | ☐ Don't know |
| ☐ Via a local organisation | |

If 'Other', please state:

Q9b. Do you want us to keep in touch?

Please select all relevant answers.

- ☐ I'd like to receive emails from Winchester City Council about all news and information
- ☐ I'd like to receive emails from Winchester City Council only about this Community Governance Review
- ☐ I do not wish to receive e-mails about the above

If you want us to keep in touch with you, please provide your e-mail below:

The following questions are only relevant if you live, work or study in the Winchester district.

About you

This section asks some questions about you. This information will be kept strictly confidential and will not be used to identify you.

You don't have to provide the information requested in this section, but if you do it will help us to understand responses from across our communities.

The information will be stored in compliance with all relevant legal and regulatory requirements, including the General Data Protection Regulations 2018 (GDPR). Further information about how Winchester City Council uses personal information can be found by visiting:
www.winchester.gov.uk/strategies-and-policies/data-protection-privacy

Q10. What is your age group?

Please select one answer only.

- | | | |
|-----------------------------------|--------------------------------|--|
| ☐ Under 18 | ☐ 45-54 | ☐ 85 and over |
| ☐ 18-24 | ☐ 55-64 | ☐ Prefer not to say |
| ☐ 25-34 | ☐ 65-74 | |
| ☐ 35-44 | ☐ 75-84 | |

Q11. Are you . . . ?

Please select one answer only.

- | | |
|---------------------------------|--|
| ☐ Female | ☐ Another term |
| ☐ Male | ☐ Prefer not to say |

Q12. How would you describe your race/ethnic background?

Please select one answer only.

- | | |
|--|---|
| ☐ White | ☐ Black, African, Caribbean or Black British |
| ☐ Mixed or multiple ethnic groups | ☐ Other ethnic group |
| ☐ Asian or Asian British | ☐ Prefer not to say |

Q13. What is your religion or belief?

Please select one answer only.

- | | | |
|--|-----------------------------------|--|
| ☐ Christian (including Church of England, Catholic, Protestant and all other Christian denominations) | ☐ Buddhist | ☐ Sikh |
| | ☐ Hindu | ☐ Other religion/belief |
| | ☐ Jewish | ☐ No religion |
| | ☐ Muslim | ☐ Prefer not to say |

Q14. Do you consider yourself to have a disability under the Equality Act 2010 as outlined below?

The Equality Act 2010 defines disability as: 'a physical or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities'. In this definition, long-term means more than 12 months and would include covering long-term illness such as cancer and HIV or mental health problems.

Please select one answer only.

- | | |
|------------------------------|--|
| ☐ Yes | ☐ Prefer not to say |
| ☐ No | |

Q15. Which of the following best describes your current working status?

Please select one answer only.

- | | | |
|---|--|--|
| ☐ Employed (full or part time) | ☐ Student | ☐ Retired |
| ☐ Self-employed | ☐ Looking after the family/home | ☐ Other |
| ☐ Unemployed | ☐ Long term sick | ☐ Prefer not to say |

If 'Other', please state:

Q16. Which of the following best describes your current housing situation?

Please select one answer only.

- | | |
|--|--|
| ☐ Owner-occupier | ☐ Other |
| ☐ Privately renting | ☐ Prefer not to say |
| ☐ Renting from the council or housing association | |

Next steps

Once the consultation closes, the feedback received will be analysed and reported by independent organisation, Public Perspectives. This feedback and analysis will inform recommendations to Winchester City Council in August 2026.

You can keep up to date by checking our webpage dedicated to the review at: www.winchester.gov.uk/cgr. We will publish up to date information, council reports and any recommendations throughout the process on our website.

If any new parish council is established, these will most likely be established in April 2027, with a first election held in May 2027.

You can return your completed questionnaire either directly to the council at:

**Winchester City Council
City Offices
Colebrook Street
Winchester
SO23 9LJ**

Or put the questionnaire in an envelope and send it directly to Public Perspectives at the following Freepost address (no stamp needed):

**Winchester CGR consultation
C/O Public Perspectives Ltd
RUEB-BYCU-TEJA
PO Box 1340
St. Albans
AL1 9NT**

REPORT TITLE: ASSETS TO TRANSFER TO THE NEW TOWN COUNCIL

REPORT OF THE CHAIRPERSON

11 AUGUST 2026

Contact Officer: Simon Hendey Email shendey@winchester.gov.uk

WARD(S): GENERAL

PURPOSE

Appendix 1 of the report contains a draft list of assets that could be transferred to the new Town Council as agreed by the members of the CGR working group.

RECOMMENDATIONS:

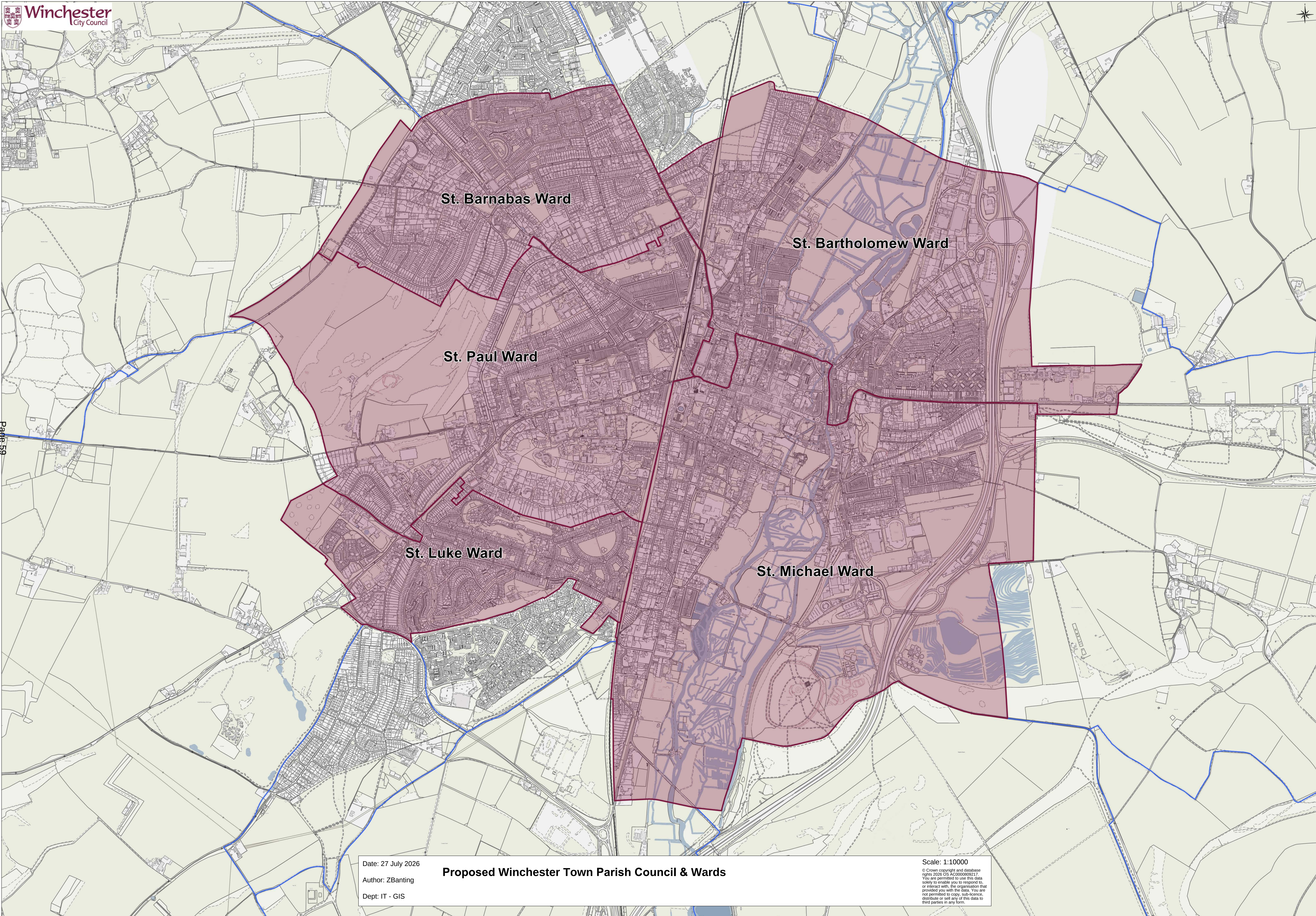
1. That Members consider and comment on the proposed assets to transfer.

Appendix 1 – draft list of assets for potential transfer to WTC

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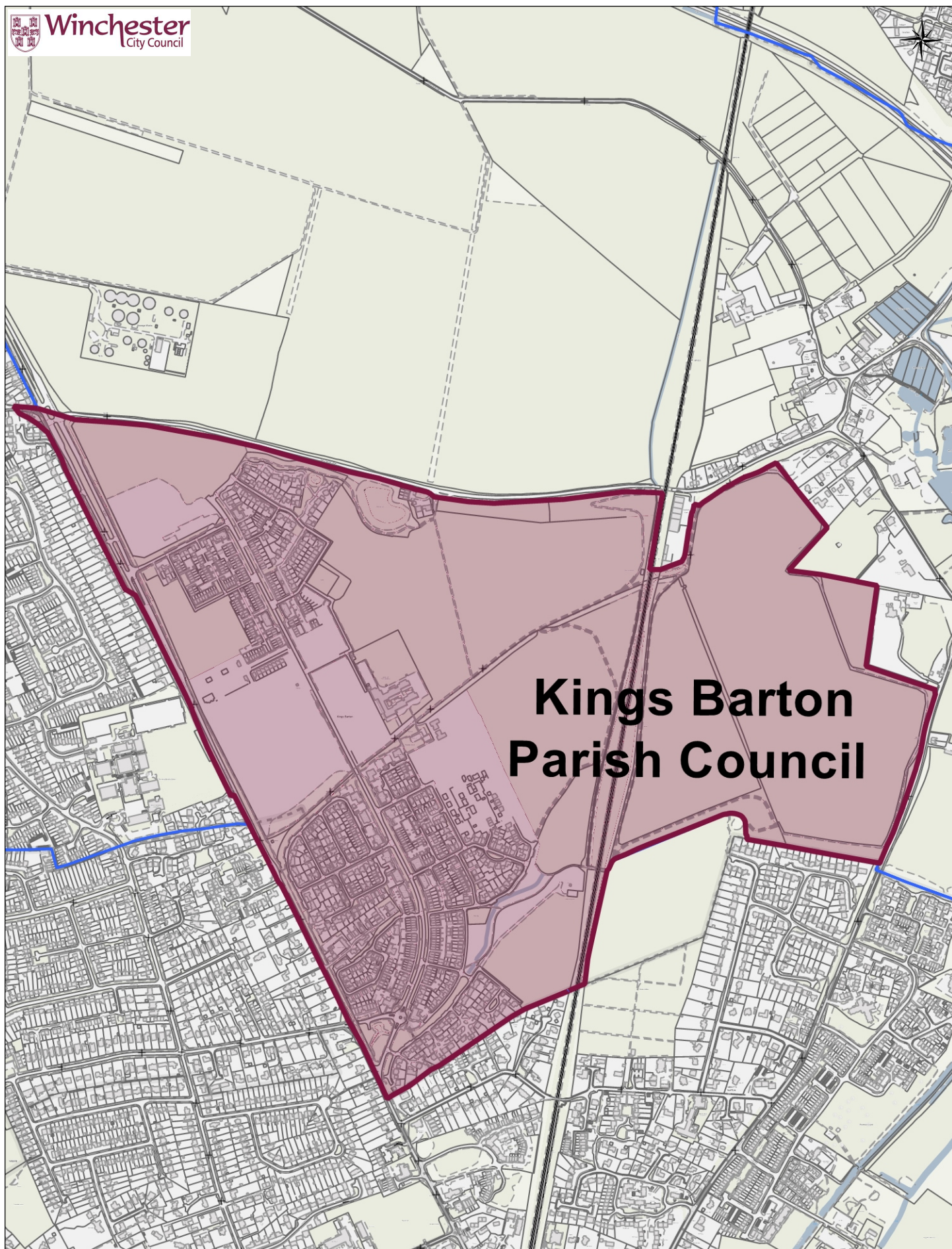
DRAFT LIST of ASSETS FOR POTENTIAL TRANSFER TO WTC								
ALLOTMENTS (SEE ALSO ALLOTMENTS LISTED UNDER OPEN SPACES)						Ward		Size
00033/08/HOUS	GFUND	LIVE	HP663805	010007038314	AllotmentWestman RoadWinchesterHampshire	St Barnabas	ALLOTMENT	0.25
			HP676456	010090845450	Greenhill Road	St Pauls		
			HP663226	010090844873	Firmstone Road			
			HP656348	010034505925	Princes Place			
			HP663805	010007038313	Trussell Crescent			
00316/18/GFUND	GFUND	LIVE	HP683304	010000835600	Allotment GardensPark RoadWinchesterHampshire	St Bartholomew	ALLOTMENT	3879
			HP656348	010034500386	Cromwell Road			
			HP683304	010000835177	Edington Road			
			HP656348	010034500389	Kingsley Place			
			HP656348	010034500387	Paulet Place			
			HP656348	010034500390	Stuart Crescent			
			HP656348	010034500385	Thurmond Crescent			
PUBLIC CONVENIENCES								
00014/07/GFUND	NONWCC		HP669403	100062647697	Public ConveniencesMarket LaneWinchesterHampshire	St Michael	PUBCON	1
00335/07/GFUND	GFUND		HP682890	100062647632	Gents ToiletsAbbey GardensHigh StreetWinchesterHampshireSO23 9JX	St Michael	PUBCON	0
PUBLIC PARKS ASSOC BUILDINGS (inc SPORTS FACILITIES)								
00021/07/GFUND	GFUND		HP3062	200000187258	Sports PavilionRecreation GroundNorth WallsWinchesterHampshire	St Bartholomew	SPOSOC	0
00022/07/GFUND	GFUND		HP689926	100062520947	Winchester Rugby ClubNuns RoadWinchesterHampshireSO23 7EF	St Bartholomew	SPOSOC	4570
00126/07/GFUND	GFUND		HP3062	010007038328	Winchester And District Canoe ClubRiver Park Leisure CentreGordon RoadWinche	St Bartholomew	SPOSOC	641.25
00144/08/GFUND	GFUND	LIVE	HP689926	010034506709	1105 Sqn ATC HQHillier WayWinchesterHampshireSO23 7JD	St Bartholomew	SPOSOC	4355.1
00252/07/GFUND	GFUND		HP3062	200000189262	Riverside Bowling ClubGordon RoadWinchesterHampshireSO23 7DD	St Bartholomew	SPOSOC	4500
00429/21/GFUND	GFUND	LIVE	HP689926	010024211550	The City GroundHillier WayWinchesterHampshire	St Bartholomew	SPOSOC	0
00475/23/GFUND	GFUND	LIVE	HP3062	010094864104	Osman TennisGordon RoadWinchesterHampshire	St Bartholomew	SPOSOC	2500
OPEN SPACES,(inc PUBLIC PARKS)								
								Area
		P/R		unregistered on land reg	Oram's Arbor	St Pauls		1.8366
		R	HP717371		Erskine / Talavera Road park	St Pauls		1.2074
		P/IGS	HP676402		Nursery Gardens	St Pauls		0.1927
		P	HP602188		Mamhull Rise	St Pauls		0.069
		P	HP652932		Bath Place	St Pauls		0.031
		P	HP633660		Monarch Way	St Pauls		0.0199
		A		unregistered on land reg	Highcliffe Allotments	St Michaels		4.8284
		R	HP692554, HP6398		St Giles Hill Park	St Michaels		4.3824
		P/R	HP682890		Abbey Gardens including Playground	St Michaels		1.0443
		A	HP591121		St Cross Allotments	St Michaels		0.8238
		P	HP685279 and HP639160		Gordon Avenue playground	St Michaels		0.2529
		P	HP686643		Culver Road Garden	St Michaels		0.0666
		P	HP353149		Fairdown Close play area	St Michaels		0.0234
		P/R	HP656348		Cromwell Road Recreation Ground	St Lukes		2.3398
		P	HP656348		Thurmond Crescent play area	St Lukes		0.1611
		P	HP659856		Walpole Road play area	St Lukes		0.1389
		P/R	HP3062		North Walls Recreation Ground	St Bartholemew		10.172
		?	HP54235		Hilliers Haven Nature Park	St Bartholemew		1.2091
		P/R	HP689926		Winnall Manor Road Recreation Ground	St Bartholemew		0.4334
		P	HP3062		North Walls play area & skatepark	St Bartholemew		0.3172
		P/R	HP663226		Imber Road park	St Bartholemew		0.3018
		R	HP669401		Joyce Gardens	St Bartholemew		0.2384
		P	HP663226		St Martin's Close play area	St Bartholemew		0.0952
		P	HP567558		Arlington Place St Bartholomew	St Bartholemew		0.0212
		R	HP683713		St Matthew's Field	St Barnabus		1.3929
		P/R	HP606968		Dean Park	St Barnabus		1.0125
		P	HP663805		Taplings Road play area	St Barnabus		0.2573
		P	HP42968		Teg Down Mead play area	St Barnabus		0.1087
INFORMAL GREEN SPACES,(inc PUBLIC PARKS)								
		IGS		unregistered on Land reg	Byron Avenue	St Pauls		0.0611
		IGS	HP54235		Abbotts Barton park	St Bartholemew		2.7376

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Proposed Winchester Town Parish Council & Wards

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Date: 27 July 2026

Author: ZBanting

Team: IT - GIS

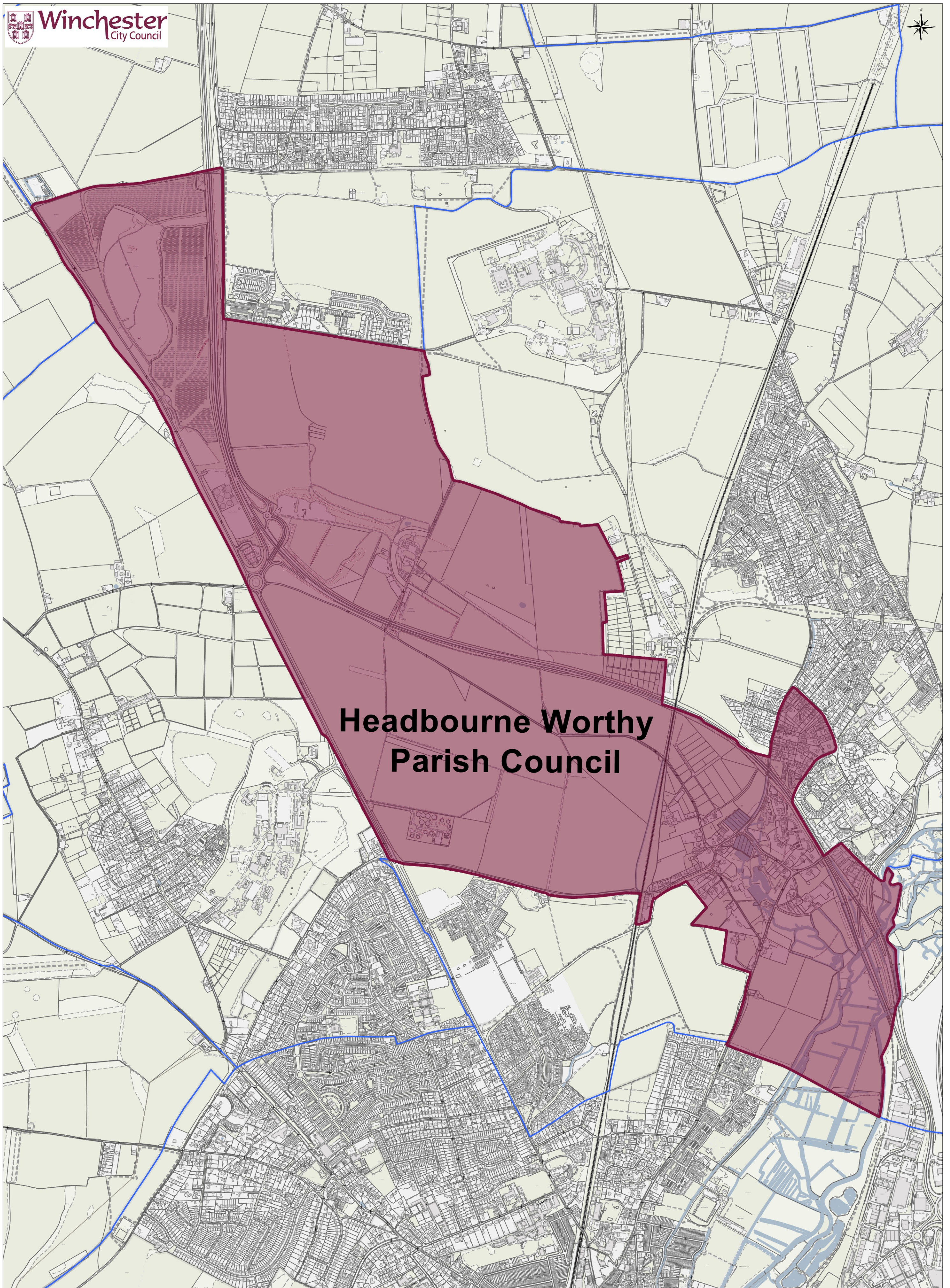
Proposed Kings Barton Parish Council

Page 61

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Headbourne Worthy Parish Council

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