

Community Governance Review

The Winchester Town Area

Local Government and Public Involvement in Health Act 2007

Terms of Reference

(DRAFT)

TERMS OF REFERENCE - COMMUNITY GOVERNANCE REVIEW

1. INTRODUCTION

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

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

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

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

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

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

2. WHAT IS A COMMUNITY GOVERNANCE REVIEW?

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

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

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

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

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

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

3. THE LEGAL FRAMEWORK

In undertaking this review, WCC will be guided by:

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

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

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

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

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

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

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

Further areas to consider.

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

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

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

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

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

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

5. Alternative Proposals and General Comments

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

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

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

6. WHO UNDERTAKES THE REVIEW

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

7. CONSULTATION

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

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

There will be at least 2 consultation stages as follows.

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

Winchester City Council will consult by:

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

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

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

8. TIMETABLE FOR THE REVIEW

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

Community Governance Review

Roadmap

Key phases & milestones 2025- 2027



9. ELECTORATE FORECASTS

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

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

10. THE PRESENT STRUCTURE OF PARISHES AND THEIR ELECTORAL ARRANGEMENTS

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

11. OTHER FORMS OF COMMUNITY GOVERNANCE

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

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

12. VIABILITY

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

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

13. NAMES AND STYLES

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

14. ALTERNATIVE STYLES

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

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

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

15. ELECTORAL ARRANGEMENTS

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

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

16. PARISH WARDING

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

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

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

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

18. COMPLETION OF THE REVIEW

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

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

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

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

19. CONSEQUENTIAL MATTERS

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

These may include:

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

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

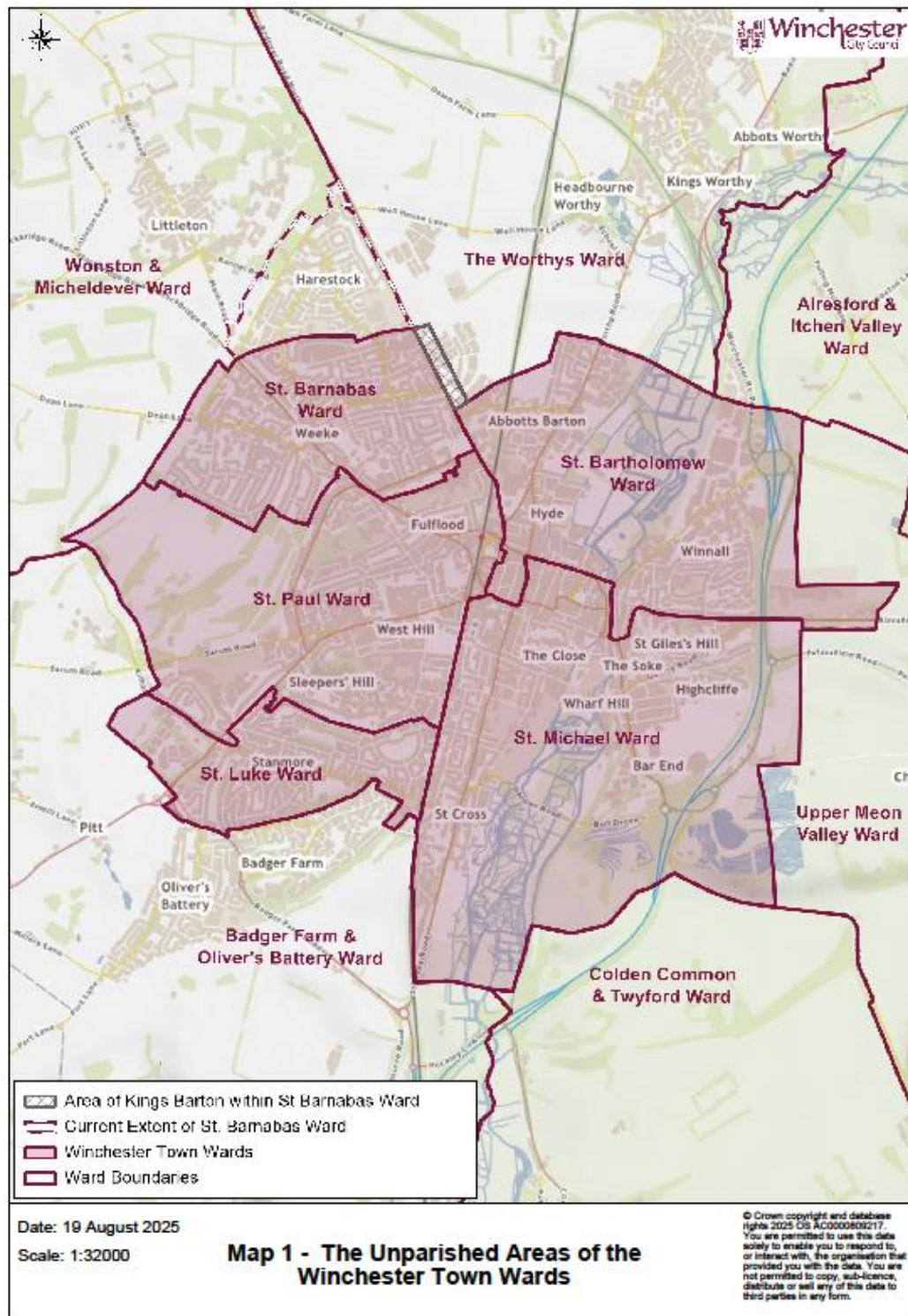
DATE OF PUBLICATION OF THESE TERMS OF REFERENCE

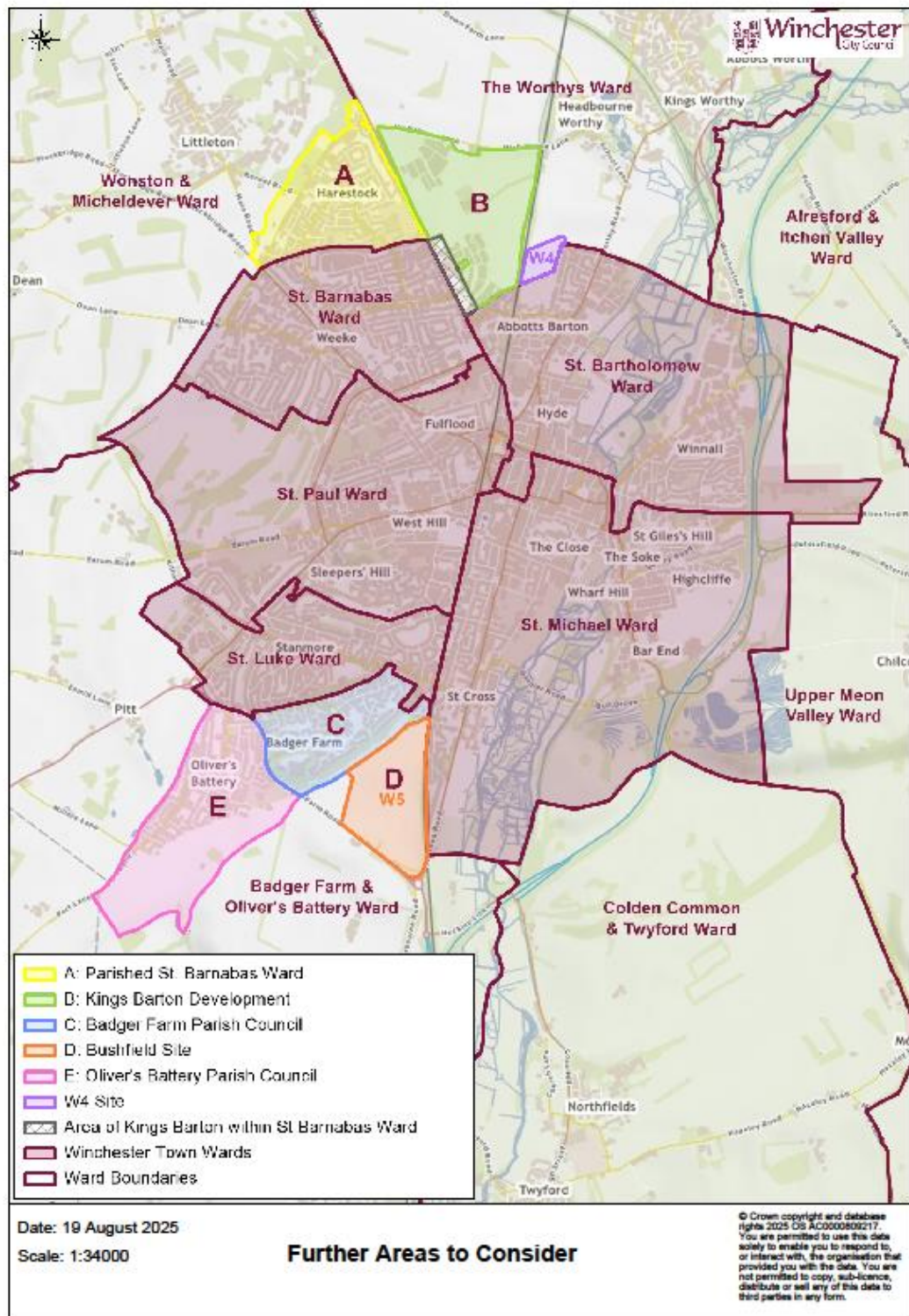
DD October 2025

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

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

Appendix B – Maps





Appendix C - Electorate & Household Data

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

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

APPENDIX D – ORGANISATIONS TO BE CONSULTED

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

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