## RIBBLE VALLEY BOROUGH COUNCIL REPORT TO POLICY AND FINANCE COMMITTEE

Agenda Item No.

8

meeting date:

TUESDAY, 16 NOVEMBER 2010

title:

WISWELL PARISH COUNCIL - DIVISION OF COUNCIL

submitted by:

SOLICITOR

principal author: DEBBIE NUTTALL

#### 1 PURPOSE

1.1 To consider the results of the consultation on whether to divide the Wiswell Parish into two separate parishes (thereby creating a new parish for Barrow) and to determine whether the Wiswell Parish should be so divided.

#### 1.2 Relevance to the Council's ambitions and priorities

- Council's Ambitions Better community governance should facilitate community cohesion and local involvement in local decision-making. This, in turn, should help to make people's lives safer and healthier and enhance the local environment.
- Community Objectives As above.
- Corporate Priorities Improved community governance is linked to the Council's vision of ensuring that the Ribble Valley has vital and vibrant villages, meeting the needs of residents, in that it should help to empower those residents. Promotion of community cohesion and encouragement of involvement in community participation are also key priorities of the Ribble Valley Sustainable Community Strategy 2007-2013.
- Other considerations the (borough) Council has a discretionary power to conduct a community review (part of which can consider the creation of new parishes) for any parish council in its area. The Council decided in exercise this discretion in respect of Wiswell.

#### 2 BACKGROUND

- 2.1 Under the 2007 Act, a principal council (such as this Council) is given a discretion (except where it has received something called a "community governance petition") to undertake a community governance review. A community governance review is a review of the whole or part of the council's area for the purpose of making certain recommendations.
- At its meeting on 24 March 2009, this committee received a report concerning a renewed request from Wiswell Parish Council to divide its parish into two separate parishes. As the March report explained, this issue had been ongoing for some years and although a previous consultation had been carried out by the Council, its recommendations were never implemented. (The previous consultation had been carried out in November 2004: 843 questionnaires were sent out, and 360 were returned, i.e. a 42.7% turnout; the result was pro-split.)
- The March report explained the pertinent legislative provisions, principally the Local Government and Public Involvement in Health Act 2007 (the "2007 Act"), and referred also to the statutory guidance ("the Guidance") and the regulations produced under it. It explained that if the Council were to exercise its discretion to

consider whether to divide Wiswell Parish, it would have to carry out a community governance review.

- 2.3 At its meeting on 24 March 2009, this Committee resolved, given the long-standing history to this matter, to agree to "planning and legal officers commencing work on undertaking a five year forecast and a community governance review in order to consider whether to divide the Parish of Wiswell".
- THE FIVE YEAR FORECAST
- 3.1 The Guidance provides that five-year electoral forecasts should be carried out before a review is commenced.
- 3.2 The Council's Solicitor carried out a five-year forecast and the results of this were published on the consultation website.
- 3.3 Limited data was available for Wiswell Parish as a whole, and even less was available for the parish wards of Wiswell and Barrow. The vast majority of the limited data available suggested that it was unlikely that the size of the wards or the parish would change substantially in the next five years. However, it noted that if further houses were built in the parish, it was probable that these would be in Barrow.
- 4. CONSULTATION ON COMMUNITY GOVERNANCE REVIEW
- 4.1 A consultation pack was prepared by the Council's Solicitor. A copy of the paper version of this is set out at **Appendix A**. It included five pages of information about the consultation, a ward map and a questionnaire. All of this information, together with the results of the five-year review, were made available on the feedback online website. The feedback website had an electronic version of the questionnaire.
- 4.2 The terms of reference of the review were as follows:

"The area under review is the current Parish of Wiswell, including the current wards of Wiswell and Barrow. The review will consider whether the Parish of Wiswell should be amended and divided to create a new Parish of Barrow and a smaller Parish of Wiswell. It will also consider, in respect of each Parish: (i) its name; (ii) whether it should have a Parish Council; (iii) what the electoral arrangements should be. Consideration will also be given to where the boundary between the wards/parishes should lie."

- 4.3 The consultation documents explained that Ribble Valley Borough Council would be required to make recommendations and invited comments on these, via a questionnaire.
- 4.4 The Council's home page included information on the consultation, with a link to the feedback website and the online questionnaire.
- 4.5 A press release was issued about the review with coverage in the Clitheroe Advertiser and Times and a notice was placed on the Wiswell Parish Notice Board.
- 4.6 A letter was sent to all residents of Barrow and Wiswell. A copy of this letter is appended as **Appendix B**. Residents were invited to visit the feedback website, or to obtain hard copies of the consultation pack by request from the Council, or from Whalley library.
- 4.7 The issue was included on the agenda for the Wiswell Parish Council's meeting on 20<sup>th</sup> September and was discussed at this meeting.

The deadline for responses to the consultation was originally scheduled as 30 September. As at 20<sup>th</sup> September 2010 only 11 responses had been received by this Council. However, following the Wiswell Parish Council's meeting, the Parish Council clerk advised that some residents had expressed the view that they had not been given an adequate opportunity to respond. In particular, a group of residents who favoured the split wished to canvass further support, and they did not feel that they had had time to do so. The Parish Council considered that the views of the electorate were paramount (i.e. they were neither supportive nor unsupportive of this group's aim) but they asked if it would be possible to grant an extension of time. The Council's Solicitor agreed to extend the consultation to 14 October 2010.

#### 5 CONSULTATION RESPONSES

5.1 The Guidance explains the requirements of the 2007 Act in terms of the consultation:

"The 2007 Act requires that local people are consulted during a community governance review, that representations received in connection with the review are taken into account and that steps are taken to notify them of the outcomes of such reviews including any decisions..."

- "... the 2007 Act places a duty on principal authorities to have regard to the need to secure that any community governance for the area under review reflects the identities and interests of the local community in that area, and that it is effective and convenient."
- 5.2 The Parish Council's views, following its meeting on 20 September 2010, are set out at **Appendix C** (the original views of the Parish, referred to in this letter, are also included at this Appendix for completeness).
- The views of Lancashire County Council were sought on the consultation, as required by section 79(3) of the 2007 Act. Their response is included as **Appendix** D. The Council's Solicitor telephoned Ms Rawcliffe following receipt of this letter. Ms Rawcliffe confirmed that it was County's view that the status quo should not be changed.
- 5.4 The Council's Principal Policy and Performance Officer has produced a report of the other responses to the consultation. This report is appended as Appendix E. It includes the comments made by respondents to the consultation.
- In addition, the Council's Solicitor received a letter from a Barrow resident on 18 October 2010 the contents of which can be summarised as follows:-the writer was under the impression that Wiswell already had its own Council, which included the wards of Wiswell and Barrow. To allow Barrow its own Council as well as Wiswell, would result in unnecessary expense which would be borne by the taxpayer, the Councils should be recognised as joint.
- As the report at Appendix E illustrates, the majority of those responding were from Wiswell and the majority of these Wiswell residents favoured a split. Only 7 Barrow residents responded via the questionnaire and none of these favoured a split. (For the purposes of the report methodology each of the responses received has been counted as representing the view of a single individual rather than the view of all those residing at the address.)
- 5.7 The report shows that only a small percentage of the overall population of Wiswell and Barrow responded to the questionnaire. Even with the two-week extension, only 82 responses to the survey were received (i.e. less than 10% of the resident population of Wiswell and Barrow). On a ward-by-ward basis, only 75 of the 264 Wiswell residents (28.4%) and 7 of the 564 Barrow residents (1.2%) took part. As

the Appendix E report states, such a small take-up rate means that the robustness of the overall results is low.

- The Guidance does not provide a "minimum threshold" of how many responses are required from a consultation, once the decision has been taken to carry out a review. For a public petition to trigger a community governance review, the 2007 Act provides that the petition must be signed by the requisite number of local electors in order to be valid. There are three thresholds, the first two of which are: (a) for an area with less than 500 local electors, the petition must be signed by at least 50% of them; and (b) for an area with between 500 and 2,500 local electors, the petition must be signed by at least 250 of them. As the Guidance explains: "... in areas with smaller numbers of electors, this means that a handful of electors cannot initiate a review against the wishes of the majority of their fellow electors. The thresholds therefore help to ensure that the local democratic process is properly maintained."
- 5.9 Whether considered from a ward, or a parish perspective, these thresholds would not have been met in the instant case (i.e. if the petition route had been used, there would not have been enough signatures to trigger a review).
- 5.10 Committee will recall that in this case, given the history, the Council did not ask for a public petition to be obtained in order for the review to be carried out. Instead it exercised its discretion to carry out the review without this. As there had been a long-history, and as the previous consultation's results had not been implemented, it was felt appropriate to consult with the local populace to gauge the depth and breadth of public opinion on this issue.
- 5.11 The low take-up rate in respect of this consultation arguably suggests that only a relatively small (less than 30%) group of Wiswell electors wish to amend the status quo.
- 5.12 It is clear, however, that almost all of this group are firm in their desires (almost 100% of these residents favoured the split).
- 5.13 The small number of Barrow residents who responded were against the split.
- 5.14 The Parish Council also favours a division. It considers that "there is little community of interest between" Wiswell and Barrow and that "Barrow and Wiswell are geographically separate communities with separate identities and somewhat different cultures" (see Appendix B). The County Council favours no change to the status quo (see Appendix D).

#### 6 RECOMMENDATIONS

- 6.1 In deciding what recommendations to make, the Borough Council must try to ensure that "community governance" (i.e. parish, or other similar arrangements) "reflects the identities and interests" of the communities living in Wiswell and Barrow and "is effective and convenient". It must also take account of any representations received.
- 6.2 Sections 87, 88, 89 and 90 of the 2007 Act provide that a community governance review must make certain recommendations in certain circumstances.
- 6.3 In deciding what recommendations to make, the principal council must also take into account any other arrangements that have already been made, or that could be made, for the purposes of community representation or community engagement in respect of the area under review. Consultees have not made any suggestions in this regard.

- Taking into account the results of the consultation, the Council's Solicitor has produced two sets of draft recommendations. These are set out at Appendix F. Option 1 contains recommendations that the Parish should not be split. Option 2 contains recommendations that the Parish should be split and reflects the views of the majority of those who favoured such a split in terms of electoral arrangements/parish names etc.
- 6.5 If Committee agrees to make these (or other) recommendations, the Council would then be obliged to publish the recommendations and to inform consultees of them. It should also publish the reasons for its decision.
- If the Council decided to split the parish (i.e. make Option 2 recommendations), it would have to make an order to implement its recommendations. The Local Government (Parishes and Parish Councils) (England) Regulations 2008 and the Local Government Finance (New Parishes)(England) Regulations 2008 would have to be considered and complied with. The model order would be used as the starting point for drafting the order. The Council's recommendations as to any related alterations to the boundaries of the electoral areas of this Council/the County Council would have to be made to the Local Government Boundaries Commission (although my initial understanding is that there would not be any). The current Wiswell Parish's property would have to be divided and parish councillors would need to be elected. The reorganisation order would have to come into force on 1 April, and although the Council's Solicitor would do her best to achieve 1 April 2011, a more realistic timetable (given the administrative work involved) might be for 1 April 2012.

#### 7 RISK ASSESSMENT

- 7.1 The approval of this report may have the following implications:
  - Resources –splitting the parish will not only require further work from the Council's legal department but there may well be "knock-on" implications for other Borough Council departments. For example, the creation of a new parish would require council tax data to be reinput/changed which would require substantial officer time. Changes would have to be made to the electoral registers which would also involve resources. Precepts etc. would have to be set for the new parish councils and, depending on timing, additional elections might have to be held.
  - Technical, Environment and Legal As discussed above. The reorganisation order would need to be drafted and implemented; properties would have to be divided and financial arrangements understood and made.
  - Political community governance should reflect the identities and interests of the local community in the Wiswell area, and that it is effective and convenient."
  - Reputation A review was carried out some years ago by this Council and its recommendations were never implemented. Residents will expect their views to be considered following this consultation.

#### 8 RECOMMENDED THAT COMMITTEE

- 8.1 receive this report;
- 8.2 decide which set of the recommendations set out at Appendix F to adopt; and
- 8.3 if necessary, authorise the Council's solicitor to draft an order, liaise with the Boundary Commission and other officers and carry out any work necessary to implement the recommendations.





#### **BACKGROUND PAPERS**

- Guidance on Community Governance Reviews, a joint publication by the Department of Communities and Local Government and The Electoral Commission (available from: http://www.communities.gov.uk/publications/localgovernment/communitygovernancereviews);
- The Local Government and Public Involvement in Health Act 2007 and related legislation;
- Report to Committee dated 24 March 2009; and
- Debbie Nuttall's legal files, including the Electoral Forecast.

For further information please ask for Debbie Nuttall on extension 4403

# APPENDIX A (P+F, M)



## Community Governance Review: A new parish for Barrow?

#### **Background**

The Parish of Wiswell comprises the villages of Barrow and Wiswell and the surrounding areas. A map showing the boundaries of the parish can be found at the end of this report.

The parish is represented by Wiswell Parish Council, which has eight elected councillors and is elected as a whole every four years. The parish has, in recent years, had some difficulty in attracting nominations for councillors, with some seats remaining vacant.

For electoral purposes the parish is divided into two wards: the Barrow Ward and the Wiswell Ward. Each ward elects four councillors to the parish council.

The boundary between the two wards, which was fixed in 1951, is shown on the map at Appendix A. The fixing of the boundary pre-dates the building of the A59 bypass and although both follow the same general line they are not identical. In particular, one property (Park Farm) is situated in the Barrow ward even though it is on the "Wiswell" side of the bypass.

On the electoral register, which came into force on 1 December 2009, there were 564 electors in the Barrow ward and 264 electors in the Wiswell ward.

Wiswell Parish Council has asked Ribble Valley Borough Council to consider whether the Parish of Wiswell should be divided into two parishes, to form a new parish of Barrow and leave a smaller, amended, parish of Wiswell. At present Barrow forms part of the parish of Wiswell and is represented by Wiswell Parish Council.

The Borough Council is keen to ensure that any governance arrangements reflect the identities and interests of communities in the Wiswell and Barrow area and that parish arrangements ("community governance") in these areas is effective and convenient.

Ribble Valley Borough Council is therefore seeking the views of interested persons on community governance in Wiswell. In particular, views are sought on whether the Parish of Wiswell should be divided or changed.

A previous consultation, carried out by the Borough Council in July 2004, suggested that the majority of electors in the area did want a new parish for Barrow. Unfortunately these proposals were not implemented at the time. Legislative changes have since taken place and a new consultation is therefore required.

#### Parish councils and their powers

Parish councils are the most local level of elected local government. They represent the interests of a particular community and are statutory bodies.

The role of parish councillor is an unpaid position with members being elected for a term of four years (or co-opted for the remainder of the four-year term). An individual member has no statutory authority on his/her own. The power of the parish council comes from the majority of councillors acting together as a whole.

Legislation specifies that each parish council must have at least five parish councillors; there is no maximum number. There are no rules relating to the allocation of those councillors between parish wards but each parish ward must have at least one parish councillor.

Parish councils act as a sounding board for local opinion and have important rights of consultation. The range of services and amenities that parish councils provide varies enormously. Many provide public seats, litter-bins and notice boards, some provide recreational grounds, public halls and/or allotments. The National Association of Local Councils ("NALC") has produced a guide on local councils and their powers: "Power to the People", which is available from its website.

Parish councils are funded principally by an annual precept. They can also apply for other funding such as grant awards, but they do not receive funds directly from central government. Every year a parish council is required to estimate its expenditure for the forthcoming year. It then 'precepts' the amount required from the Borough Council.

As an illustration, the Wiswell Parish Council levied a precept of £5500 for the financial year 2010/2011. A Band D taxpayer living in the Parish of Wiswell would, by way of example, pay £1471.00 in council tax in the financial year 2010/2011, broken down as follows: Borough Council £140.69; County Council £1,108.30; Police Authority £146.27; Fire Authority £63.65; Parish £12.09. The Parish Council's "share" is therefore relatively small.

It is almost inevitable that the combined cost of having a separate parish council for Barrow and Wiswell would be greater than the cost of running the present parish council. There would be an overall increase in the number of parish councillors and each parish would have to employ a clerk and would require a meeting place. It is difficult to estimate the effect on council tax for the residents of Wiswell, if there were separate parish councils for Barrow and Wiswell. An increase is probable, although, in the context of the overall level of tax, any such increase may be relatively small.

#### Wiswell Parish Council's views

Wiswell Parish Council's views are summarised below:

- There is little community interest between the settlements of Wiswell and Barrow.
   They are geographically separate and have separate identities and somewhat different cultures.
- Barrow has grown over the last ten years. It has a younger community, a school, play areas and bus services. It is beside a busy main road and contains a large site for development. Wiswell, in contrast, has had little recent development. It remains a rural quiet village.

- The A59 would provide a natural boundary between the two wards. The Wiswell southerly boundary (with Whalley) could be adjusted, using the A671 as a marker. [The Borough Council would have to consult all the residents of Whalley before amending this boundary. Given current financial restraints, it seems prudent to seek initial views from the residents of Wiswell. An assessment will then be made as to whether to widen the scope of the consultation to include Whalley residents.]
- One of the main items of expenditure for the current Parish Council is the playing fields at Barrow. Due to the distance from Wiswell and the limited used of its facilities by the few children in Wiswell, the cost of providing this is disproportionate (ward by ward) to the number of users.
- At present the number of Parish Councillors is disproportionate to the number of electors- roughly 2/3 in Barrow and 1/3 in Wiswell.

## Legal considerations and statutory guidance

Ribble Valley Borough Council now has responsibility for undertaking Community Governance Reviews under the terms of the Local Government and Public Involvement in Health Act 2007 (which delegated powers previously exercisable by the Secretary of State).

The purpose of a Community Governance Review (a "Review") is to provide a mechanism whereby the boundaries of areas served by Parish Councils and their related electoral arrangements can be amended, where appropriate.

The Borough Council has agreed (Policy and Finance Committee, 24 March 2009) to carry out a Review in relation to the area of Wiswell.

The terms of reference of this Review are as follows:

The area suctor review is the correct Perish of Wissell, including the current wards of Wissell and Berrow. The review will consider whether the Parish of Wissell should be amended and divided to see so a new Perish of Barrow and a smaller Parish of Wissell.

It will also consider, in respect of each Parish: (i) its name; (ii) whether it should have a Parish Council; (iii) what the electoral arrangements should be.

Consideration will also be given to where the boundary between the wards/parishes should lie.

Other suggested amendments to the existing governance arrangements (which help to ensure that these arrangements facilitate effective and convenient local government) will also be considered.

The Department for Communities and Local Government and the Electoral Commission have produced guidance on community governance reviews ("the Guidance"). The Guidance is available from the Communities and Local Government website. Some extracts are set out below:

<u>Boundaries:</u> With regard to parish and ward boundaries, the Guidance states: "It is desirable that parish boundaries are readily identifiable by permanent features e.g.

watercourses, major roads or railway lines. Whatever boundaries are selected they need to be, and likely to remain, easily identifiable."

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<u>Five-year forecast:</u> Before it commenced this consultation, a five year forecast was carried out by the Borough Council. The results of this are available on the consultation website.

<u>Council size and warding:</u> The Guidance explains that: "In considering the issue of parish council size each area should be considered on its own merits having regard to its historical picture, population, geography and the pattern of communities."

Names of Parish wards: The Guidance explains: "In considering the names of parish wards, thought should be given to existing local or historic places so that, where appropriate, these are reflected."

Styles: "[A parish's] status or 'style' allows for that area to be known as a town, community, neighbourhood or village, rather than as a parish."

The number of parish councillors to be elected for parish wards: The Guidance provides: "If it is proposed that a parish should be warded, consideration should be given to the levels of representation between each ward i.e. the number of parish councillors to be elected for each ward and the number of electors they represent."

Ordinary year of election: "New or revised parish electoral arrangements come into force at ordinary parish elections, rather than at parish by-elections, so they usually have to wait until the next scheduled parish elections."

<u>Parish names and alternative styles for parishes:</u> "The 'name' of a parish refers to the geographical name of the area concerned, whereas its status or 'style' allows for that area to be known as a town, community, neighbourhood or village, rather than as a parish ... the review must make recommendations as to whether the geographical name of the parish should be changed, but it may not make any recommendations for the parish about alternative style."

## Recommendations and decisions on the outcome of the Community Governance Review

In relation to a Community Governance Review, Ribble Valley Borough Council must make recommendations as to:

- Whether a new parish or any new parishes should be constituted;
- Whether existing parishes should or should not be abolished or whether the area of existing parishes should be altered; and
- What the electoral arrangements for new or existing parishes, which are to have parish councils, should be.



It may also make recommendations concerning:

- The grouping or degrouping of parishes; or
- Making related alterations to the boundaries its own electoral areas.

In deciding what recommendations to make, the Borough Council will try to ensure that "community governance" (i.e. parish, or other similar arrangements) "reflects the identities and interests" of the communities living in Wiswell and Barrow and "is effective and convenient".

In making its recommendations the Borough Council will consider the information it has received in the form of submissions, representations made by local people and other interested persons, and it will also use its own knowledge of the local area.

#### Your views

Wiswell Parish Council's next Parish meeting on 20 September 2010 will discuss this issue.

Your comments are very much welcomed and sought.

Please use the form enclosed to give us your views and ensure that it is completed and returned by NOON on Thursday 30 September 2010. Other representations received before this deadline will also be considered.

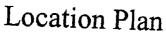
Completed forms and representations can be sent by post to: Debbie Nuttall, Legal Department, Ribble Valley Borough Council, Council Offices, Church Walk, CLITHEROE, BB7 2RA.

If you have any questions about this consultation, please contact Debbie Nuttall on 01200 414403 (Monday –Wednesday pm), or at <a href="mailto:debbie.nuttall@ribblevalley.gov.uk">debbie.nuttall@ribblevalley.gov.uk</a>.

## Legal Services Department

Council Offices, Church Walk, Clitheroe, Lancs,. BB7 2RA Tel: (01200) 425111 Fax: (01200) 414488 DX: Clitheroe 15157







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# Wiswell and Barrow Community Governance Review

Please use this form to give us your views and comments with regard to the parish arrangements in Wiswell and any changes you may wish to suggest to these.

Please refer to the additional information in the community governance review consultation document 'A new parish for Barrow' to help you to complete this form.

#### General proposals

- o it is proposed that the existing Parish of Wiswell should be separated into a new Parish of Barrow and an amended, smaller, parish of Wiswell (using the current ward boundaries as the new parish boundaries).
- o Subject to the views of the Electoral Commission (or other appropriate body), related alterations should be made to the boundaries of the electoral areas within the current Parish of Wiswell (i.e. ward boundaries should become Parish boundaries).
- o Any changes resulting from this Review will come into effect at the May 2011 full elections of Parish Councils.
- o ALTERNATIVELY, it is proposed that no changes should be made to the current Parish, its boundaries, or its electoral arrangements.

## SECTION A: ONE OR TWO PARISH COUNCILS?

Q1	Do you agree or disagree that:			
s*	a) Wiswell and Barrow represent different communities and have different interests	Agree	Disagree	Don't know
	b) No changes should be made to the existing position: i.e. the Wiswell Parish should not be split or amended (If you agree with this statement, most of the subsequent questions will be irrelevant. Any other views you have on parish matters are welcomed. Please make comments at Q10.)			
	c) The parish should not be split but changes to the electoral arrangements should be made (If you agree with this statement, please provide detail as to the changes you would suggest, e.g. less councillors for each ward at Q2.)			
	d) The parish should be split and changes should be made to the electoral arrangements (if you agree with this statement, please provide detail as to the changes you would suggest at Q3)			
Q2	Please provide detail as to the changes to the electoral arrangem less councillors for each ward/more councillors for Barrow ward	ents that you	ou would sug r Wiswell wa	gest, e.g.

	Please provide details as to the split and new electoral arrangements, e.g. less councillors for each ward/more councillors for Barrow ward and less for Wiswell ward/split along current ward lines or along different lines				
		<del>-</del>			
S	ECTION B: PROPOSED AMENDMENTS T	O WISM	VELL PA	RISH	
	(Assuming that you agree that a split should take place)				
	Do you agree or disagree that:				
	a) The Wiswell Parish should continue to be called Wiswell Parish if you disagree with this statement, please give suggestions as to alternative names at Q5. We cannot change the 'style', but it is open to the current Parish Council to do so if it wishes.)	Agree	Disagree	Don't kno	
	b) The electoral arrangements for the 'new' Wiswell Parish Council should be changed to the following: • Ordinary elections of councillors will be held every four years, commencing in May 2011. • Five councillors will be elected to the Parish Council. • The Parish will not be divided into wards for the purposes of electing parish councillors (If you disagree with this statement and consider that the Parish should be divided into wards, please provide your views on the number, boundaries and names of these wards and how many councillors should be elected for each ward at Q6. Please note that 5 is the minimum number of councillors permissible.)				
	Suggested alternative names for Wiswell Parish				
			· .		
	Your views on the number, boundaries and names of the ward counciliors should be elected for each ward. Please note that permissable by law.	is if the Paris 5 is the mini	sh is split and mum number	how many of council	

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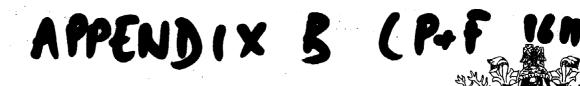
## SECTION C: PROPOSED ARRANGEMENTS FOR THE NEW BARROW PARISH COUNCIL

Q7	(Assuming that you agree that a split should take place):			
	Do you agree or disagree that:	Agree	Disagree	Don't know
	<ul> <li>a) A new Parish should be constituted comprising of what is currently the ward of Barrow</li> </ul>			
	b) The new Parish should have a Parish Council			
	c) The new Parish should be named "the Barrow Parish" (If you disagree with this statement, please give suggestions as to alternative names and or styles Q8. It could, alternatively, for example, use the name "village")			
	d) The electoral arrangements for this 'new' Parish Council should be as follows: © Ordinary elections of councillors will be held every four years, commencing in May 2011. © Five councillors will be elected to the Parish Council. © The Parish will not be divided into wards for the purposes of electing parish councillors (If you disagree with this statement and consider that the Parish should be divided into wards, please provide your views on the number, boundaries and names of these wards and how many councillors should be elected for each ward at Q9. Please note that 5 is the minimum number of councillors permissible.)			
<b>Q</b> 8	Suggestions for alternative names and or styles			
Q9	Your views on the number, boundaries and names of these was be elected for each ward. Please note that 5 is the minimum name.	ards and how umber of co	v many counc unciliors pem	illors should hissable by
	SECTION D: OTHER COMM	MENTS		
Q10	Please add any other views you have on parish matters or co- suggesting changes please give full details of these changes	mments to s and the reas	upport your v ions for them	iew. If you are

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			,	<b>9</b>
	Please tell us:	·		
	Your name (mandatory)			
	Your name (mandatory)			
	Your address: (mandatory)			
	Contact telephone number/email (optional)			
	Contact tolophone Hamboltonian (opinona)			
Q12	I am a resident of:			
	Wiswell ward	Neither		
	Barrow ward		,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	
dotaile	entations it receives and takes into account, inclu- so that we can come back to you for clarification feedback on the proposals we develop following Are you commenting:	If required. We will als this initial stage of the	o use this informa	tion to contact
	As an individual			
	On behalf of a group or organisation	Please go to Q14		
	if you are making comments on behalf of a g	our or organization in	lesse tell us:	
Q14	if you are making comments on behalf of a g	oup of organisation, p	10430 1011 135.	
		•		
	The name of the group		*	
	Your role within the organisation (for example clerk/chairperson/secretary):			
	doi: o			
Q15		n behalf of your organ	isation?	
Q15	Have you been given a mandate to respond o		isation?	

## THANK YOU FOR TAKING THE TIME TO COMPLETE THIS FORM

Your completed response should arrive with the Council no later than NOON on Thursday 30 September 2010 in order to be considered.



### RIBBLE VALLEY BOROUGH COUNCIL

please ask for: DEBBIE NUTTALL

direct line: 01200 414403

e-mail: debbie.nuttall@ribblevalley.gov.uk

my ref: DLN/Parish Councils/Wiswell

your ref:

date: 31 August 2010

Dear Resident

**Council Offices** Church Walk CLITHEROE

Lancashire BB7 2RA

Switchboard: 01200 425111 Fax: 01200 414488

DX: Clitheroe 15157 www.ribblevalley.gov.uk

#### A REVIEW OF PARISH ARRANGEMENTS FOR WISWELL AND BARROW

Wiswell Parish Council has asked the Borough Council to consider whether a new Parish Council for Barrow should be established.

Legislative provisions establish procedures which must be followed in these circumstances. The formal process is called a "Community Governance Review". The Borough Council has agreed to carry out a Review in respect of Wiswell Parish (which includes the wards of Barrow and Wiswell).

This Council has an open mind on whether parish arrangements for Wiswell and Barrow are changed. Its main concerns are that any arrangements reflect the identities and interests of the communities in Wiswell and Barrow and that governance in these areas is effective and convenient.

Needless to say, the views of Wiswell and Barrow's inhabitants are paramount. In order to ascertain these views, the Borough Council is carrying out a consultation.

Consultation documents, including a submissions form, are available online from the at <a href="http://www.feedbackonline.org.uk/wiswellparishreview/">http://www.feedbackonline.org.uk/wiswellparishreview/</a>. website feedbackonline.org.uk Alternatively, hard copy documents can be requested from the Council: by contacting Michelle Haworth, on 01200 414421, or at michelle.haworth@ribblevalley.gov.uk; or collected in person from Level C Reception at the Council Offices. Hard copy documents will also be available from Whalley Library.

The more information we receive from you - the residents - the better placed we will be to ensure that the new arrangements meet your needs.

I look forward to hearing from you.

Yours faithfully

**DEBBIE NUTTALL** SOLICTOR

Residents of Wiswell Parish

Notal

# APPENDIX C. (P+F, 16/11/

#### WISWELL PARISH COUNCIL

Chairman J H Strong Dorayne
Longworth Road
Billington
CLITHEROE
Lancs
BB7 9TS

(01254 823636)

2 October 2010

Mrs Debbie Nuttall Solicitor, RVBC Council Offices Church Walk CLITHEROE BB7 2RA

Dear Debbie

#### PROPOSED DIVISION OF PARISH

From our recent telephone conversations, you will be aware that this issue was again considered at our recent meeting.

The Parish Council's views have not changed from those put forward in 2004 and reiterate that the opinions of the local electorate are paramount.

Members would not wish to prejudice the issue by requesting a change in the boundary with Whalley Parish. This aspect was not considered to be of major importance but merely that the boundary could be 'tidied up' by using the A671 road.

Yours sincerely

stud wer

W Alan Butt

Clerk to the Parish Council

headry

#### VIEWS OF THE PARISH COUNCIL

- Generally speaking, the members for the Wiswell Ward would be in favour of a division into two Parish Councils, but appreciate that the views of the electorate must be paramount.
- There is little community of interest between the two settlements.
- Barrow and Wiswell are geographically separate communities, with separate identities and somewhat different cultures.
- Wiswell is a very rural, picturesque, retirement type of village with little recent development. There is no school, few children and hence no related facilities are required. There is very limited public transport.
- 5 On the other hand, Barrow has grown significantly over the last ten years. It has a thriving, younger community with a busy school, play areas and bus services providing regular transport to Clitheroe, Whalley, Burnley, Blackburn, etc.

It is set aside a busy main road and contains a large site for office development, with its associated opportunities and problems.

The main A59 road would provide a natural boundary between the two wards, and the Wiswell southerly boundary (with Whalley) could be adjusted by using the A671 as a clear marker.

One of the Parish Council's main items of expenditure is the playing field at Barrow. Because of the distant location from Wiswell, and the very little use of its facilities by the few children in Wiswell, the cost of providing it is the sproportionate (ward by ward) to the number of users.

C present, the number of Parish Councillors - 4 in each ward - is disproportionate to the number of sectors - roughly 2/3 in Barrow and 1/3 in Wiswell.

the cost of having two separate Parish of the separate parish selfs would be marginally higher than maintaining self as at present.

F. 16/11/10 Lancas County

C.

3 0 SEP 2010

Phone:

01772 533380

Council

Fax:

01772 533411

Email:

cath.rawcliffe@lancashire.gov.uk

Your ref:

Our ref: PC/CR

28 September 2010 Date:

Mrs D L Nuttall Solicitor Ribble Valley Borough Council **Council Offices** Church Walk **CLITHEROE** Lancashire BB7 2RA

Dear Mrs Nuttall,

#### Community Governance Review: Wiswell

I refer to your letter dated 3 August 2010 seeking the views of the County Council on whether they would support the establishment of a Parish Council for Barrow and a smaller amended parish of Wiswell.

I have consulted the political group leaders and the local county councillor for the area and from the responses received, I can now inform you that it is the view of the County Council that both villages should have one parish council.

Please let me know if I can be of any further help.

Yours\*sincerely,

Cath Rawcliffe

**Democratic Services** 





# APPENDIXE (P+F 16/11/14)



## WISWELL AND BARROW COMMUNITY GOVERNANCE REVIEW

#### **EXECUTIVE SUMMARY**

- Of the 82 residents who took part in the survey, 91.5% were from Wiswell and 8.5% were Barrow.
- The 75 Wiswell respondents represent 28.4% of the 264 electors in the Wiswell ward. The 7
  Barrow respondents represent 1.2% of the 564 electors in the Barrow ward. Only 9.9% of the
  total electors for the Wiswell Parish responded to the consultation exercise.
- With a margin of error of +/-10.28%, and given that nationally a margin of error of +/- 3% is considered acceptable, the data presented here is less than robust.
- All of those who participated in the survey were responding as an individual rather than on behalf of an organisation.
- The majority of the 82 respondents (93.9%) agree that Wiswell and Barrow represent two different communities and have different interests. Barrow residents, however, seem to disagree with this view.
- The overall response shows that the majority of the respondents (91.4%) disagree that no changes should be made ie they are in favour of changes being made to the existing position.
- 98.7% of the 75 Wiswell respondents are in favour of changes compared to 0% of the 7 Barrow respondents.

#### **Implications**

The Council has exercised its discretion and undertaken this review because there is a history to this issue, and the Council wished to gauge how current residents of the Wiswell Parish felt about a split.

If the Council had received a request to undertake a review by public petition, the petition would only be valid if it was signed by the requisite number of electors. For an area with less than 500 local electors, the petition must be signed by at least 50% of them. For an area with between 500 and 2,500 local electors, the petition must be signed by at least 250 of them. Using the above criteria whether considering Wiswell Parish as a whole (828) or, Wiswell and Barrow as separate wards, the thresholds would not have been met.

Whilst the views of the Wiswell and Barrow residents who took part in the survey should be acknowledged, there must be a strong note of caution before using these results to support any actions taken to progress the splitting of the Wiswell Parish.

As shown in the following 'Respondent Profile' section the results are not robust and despite best efforts to publicise the consultation to all residents, and issuing an invitation to all residents to take part in the survey, the respondents only represent a small proportion of the overall electorate in the Wiswell Parish. The Barrow ward is particularly under-represented.

## **Background and Methodology**

#### Background to the research

The survey has been designed to inform the Wiswell and Barrow Community Governance Review.

A full set of supporting documentation and background papers was provided to all respondents.

#### Methodologies used

A letter was sent to every resident in the Wiswell Parish area. The letter invited residents to take part in a survey which was designed to gauge the appetite for change to current parish boundaries, to electoral arrangements and a split of the parish.

Residents were given the option of completing the survey electronically or by filling out a paper version of the survey. They could request a paper copy to be sent to them or could pick a copy up from the council offices or the library in Whalley.

Completed questionnaires started being returned on the 1<sup>st</sup> September 2010 and residents were initially given until 30<sup>th</sup> September to take part. Following a Parish Council meeting on the 20<sup>th</sup> September it was agreed to extend the deadline for the return of completed surveys to 14<sup>th</sup> October 2010.

A total of 82 questionnaires were returned, equating to a response rate of only 9.9%<sup>1</sup>. This includes 74 paper responses (which represents 90% of all responses).

#### Robustness of the data

How well the sample represents the population surveyed is gauged by two important statistics – the survey's margin of error and confidence level. For example, this survey has a margin of error of plus or minus 9.8% at a 95 percent level of confidence. This means that if the survey was conducted 100 times, the data would be within 9.8 percentage points above or below the percentage reported in 95 of the 100 surveys (see figure 1.1 below). Given that nationally, a margin of error of +/- 3% is considered acceptable, the data presented here is less than robust. If more people had responded to the consultation the margin of error percentage would be more acceptable.

Figure 1.1: Margins of error at 95% confidence

Survey Sample Size	Margin of Error Percent		
467	+/- 3.00%		
400 300	+/- 3.53%		
300	+/- 4.52%		
200	+/- 6.04%		
100	+/- 9.19%		
82	+/- 10.28%		

<sup>&</sup>lt;sup>1</sup> Based on 828 residents in Wiswell Parish on the electoral roll

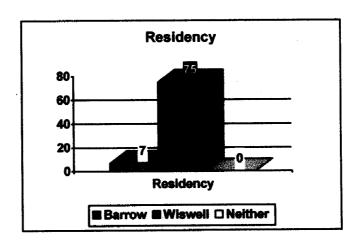
#### Respondent Profile

#### Residency

Of the 82 residents who took part in the survey, 91.5% were from Wiswell and 8.5% were Barrow. This compares to a population split of the two areas of Wiswell and Barrow in the parish of 32% to 68%. In effect this means that the residents of Barrow are under-represented in the findings. For this reason all responses to the survey have been split to show a breakdown of responses from each area.

Figure 1.2: Residency

	Number of respondents	% of respondents	% of the electors in the ward
Wiswell ward	75	91.5%	28.4%
Barrow ward	7	8.5%	1.2%
Neither	0	0%	
I don't know	0	0%	



#### Individual/Organisation

All of those who participated in the survey were responding as an individual rather than on behalf of an organisation.

<sup>&</sup>lt;sup>2</sup> Electoral Register which came into force 1 December 2009 – 264 electors in Wiswell and 564 electors in Barrow.

#### **Question 1 - One or two Parish Councils?**

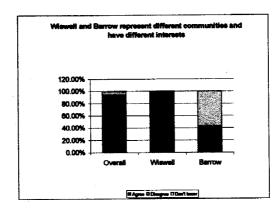
Figure 1.3: Question one - one or two parishes?

	Base	Agree	Disagme	Don t know
Wiswell and Barrow represent different communities and have different interests	82	93.9%	4.9%	1.2%
Resident of Wiswell Ward	75	98.7%	0%	1.3%
Resident of Barrow Ward	7	42.9%	57.1%	0%
No changes should be made to the existing position ie Wiswell parish should not be split or amended	82	8.6%	91.4%	0.0%
Resident of Wiswell ward	75	1.3%	98.7%	0%
Resident of Barrow Ward	6	100%	0%	0%
The Parish should not be split but changes to the electoral arrangements should be made	74	1.4%	98.6%	0.0%
Resident of Wiswell ward	74	1.4%	98.6%	0%
The Parish should be split and changes should be made to the electoral arrangements	74	100%	0.0%	0.0%
Resident of Wiswell ward	73	100%	0%	0%
Resident of Berrow Ward	1	100%	0%	0%

#### **Different Communities**

The majority agree that Wiswell and Barrow represent two different communities and have different interests. Barrow residents, however, seem to disagree with this view. The view of Wiswell residents is backed by some of the literal responses given in the 'other comments' section at the end of the survey (see question 10).

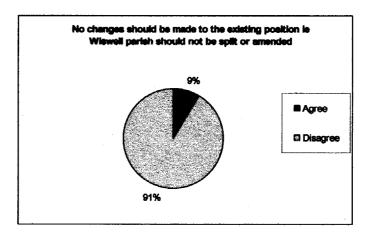
Figure 1.4: Question one - Wiswell and Barrow represent different communities?



#### Changes to the status quo?

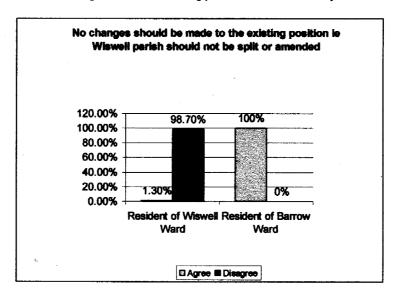
The overall response shows that the majority disagree that no changes should be made ie they are in favour of changes being made to the existing position, as shown below.

Figure 1.5: Question one - Should changes be made to existing position?



However, it must be recognised that most of the respondents are from Wiswell. 98.7% of the 75 Wiswell respondents are in favour of changes compared to 0% of the 7 Barrow respondents.

Figure 1.6: Question one - Should changes be made to existing position? - broken down by area.



## Question 2 - Suggested changes to electoral arrangements (without the parish splitting)

Only one comment was received:

• Less Councillors

## Question 3 - Suggested changes to electoral arrangements and the parish split

Several comments were made as below:

- It is stated already that there has been difficulty in recruiting local councillors which is a concern
  for the future. However, Wiswell has a larger geographical footprint but less than half of the
  population of Barrow. Based on population I think that Wiswell should have a smaller number
  of councillors to reflect the people served.
- Split in two with own councillors. Boundaries to be A59 and easterly by pass.
- I spent many hours some years ago putting forms for a referendum on this subject through all
  the letterboxes in Wiswell and as you must know the answer to the referendum was positive to
  the suggestion of a split. I do not know why it has taken so long to get the subject going again.
  The lack of movement on the split was the reason I resigned from the Parish Council in 2006.
- Current ward boundaries and five parish councillors for both the parish councils.
- As indicated above the split should be simply made along the existing Ward boundary; there is
  no need to propose any other marginal considerations which only serve to complicate matters
  without any justifiable reason. The law already requires a minimum of 5 Parish Councillors
  which would be quite adequate. As there is no maximum; Parish Councils could increase the
  number presumably if this proves to be necessary in the future.
- Presumably more councillors will be needed for both new parishes to ensure minimum numbers are achieved.
- A split with the same number of Parish Councillors along current ward boundaries
- Suggest 5 Councillors For Wiswell and 7 for Barrow
- Current ward boundaries and 5 parish councillors for both parish councils (exact same comment made by 9 respondents)

#### Question 4 - Proposed amendments to Wiswell Parish

Figure 1.7: Question four - proposed amendments to Wiswell Parish

	Base	Agres	Disagree	Don't know
The Wiswell parish should continue to be called Wiswell Parish	74	100%	0%	0%
Resident of Wiswell ward	73	100%	0%	0%
Resident of Barrow Ward	1	100%	0%	0%
The electoral arrangements for the 'new' Wiswell Parish Council should be changed to the following:				
Ordinary elections of councillors will be held every 4 years	74	98.6%	1.4%	0.0%
5 councillors will be elected to the Parish Council	/4			
<ul> <li>The parish will not be divided into wards for the purpose of electing parish councillors</li> </ul>				
Resident of Wiswell ward	73	98.6%	1.4%	0%
Resident of Barrow Ward	1	100%	0%	0%

### Question 5 - Suggested alternative names for Wiswell Parish

No suggested alternative names were put forward

Question 6 - Views on the number, boundaries and names of wards if the Parish is split and how many councillors should be elected for each ward.

No views expressed.

### Question 7 - Proposed amendments for a 'Barrow' Parish

Figure 1.5: Question seven - proposed arrangements for the new 'Barrow' Parish

	Base	Agree	Disagree	Don't know
A new Parish should be constituted comprising of what is currently the ward of Barrow	74	100%	0%	0%
Resident of Wiswell ward	. 73	100%	0%	0%
Resident of Barrow Ward	1	100%	0%	0%
The new Parish should have a Parish Council	74	100%	0%	0%
Resident of Wiswell ward	73	100%	0%	0%
Resident of Barrow Ward	1	100%	0%	0%
The new Parish should be named "the Barrow Parish"	74	100%	0%	0%
Resident of Wiswell ward	73	100%	0%	0%
Resident of Barrow Ward	1	100%	0%	0%
The electoral arrangements for the 'new' Wiswell Parish Council should be changed to the following:				•
Ordinary elections of councillors will be held every 4 years	74	98.6%	0%	1.4%
5 councillors will be elected to the Parish Council		00.070	0,0	1.470
The parish will not be divided into wards for the purpose of electing parish councillors				
Resident of Wiswell ward	73	98.6%	0%	1.4%
Resident of Barrow Ward	1	100%	0%	0%

## Question 8 - Suggestions for alternative names and styles

No suggestions made

Question 9 - Views on the number, boudaries and names of wards and how many councillors should be elected for each ward.

No views expressed.

#### Question 10 - Other comments made

- I was surprised to see from the map that Lamb Row and "The Eagle at Barrow" are not within the Barrow Parish. These dwellings seem to form a natural boundary to the end of Barrow before the bypass and I feel ought to be included in the Barrow Parish boundary. I have no strong views as to which side of the bypass (A59) is used as a boundary for the new Parishes. I do agree with the comments in the consultation document that there are distinct differences between Barrow and Wiswell and feel that it would be more beneficial to residents of both areas if there was a separation.
- Is it suggested that the residents of Wiswell have different interests and needs from those of us residing in Barrow. If so we need to know what these differences are and whether they warrant the breaking up of the status quo. Are these people really all that special? Are those of us living in Barrow a different species. The whole idea is ludicrous and smacks of elitism and perhaps snobbery. I suggest that the Ribble Valley Borough should waste no more time and money considering this matter. You must surely have better things to do with your resources in these straitened times.
- As previously mentioned I support the suggested split in the parish. Wiswell has a distinct boundary - ie the A59 and the A671 (the part below this latter road can be incorporated separately into Whalley.) All this was suggested at least 10 years ago. Wiswell does not benefit from any of the concerns of Barrow; playing fields, school, bus service and the money provided by Wiswell householders does not benefit Wiswell as most of the money goes to the needs of Barrow - ie to the repair of the playing fields etc caused by vandalism etc.
- The Parish Council has been set up in this way for decades, why change what works well?
   One of the biggest draw backs we can see is that there would be the issue of getting enough people to stand as Parish Councillors as you would need twice as many.
- Is gratifying that this matter is at long last being put to public consultation again. There was previously a decision made to confirm the division, but this was never implemented. The reasons for this are not clear. Time has obliterated the original reasons for the main proposal but it seems the idea originally came from Barrow rather than Wiswell. It has been very difficult to find Parish Councillors prepared to serve on a Council which previously has been very biased to the needs of Barrow Ward; mainly associated with the facilities they have in Barrow such as the Playing Field. Wiswell needs a Parish Council to serve the needs of Wiswell and to attempt to restore some sense of community in a village without any community facilities. Recent success with the refurbishment of the Coronation Gardens by Parish Councillors (who represent Wiswell Ward) and their friends has shown what can be achieved. The reference to involving Whalley and changing the Parish boundary seems to be a 'red herring'. The communication to residents dated 31 August has left many residents very confused as they do not know what it is all about. The process could have been much simpler and less reliant on the use of the Internet as there are still many residents who are not familiar with this medium. The consultation period should be extended.
- When there are cuts in local government spending why increase the costs by creating a new council?
- The present boundaries, although not exactly conforming to guidelines, are perfectly adequate and do not require amendment.
  - The two communities are so different that a division seems obvious. Wiswell is separated from Barrow not only by ward boundaries, but by the A59 and the A671. It seems unjustified that Wiswell should be making decisions for Barrow and vice versa. Two distinct communities should have their own Council.
  - It is not worth the trouble of splitting the parish. They might have different views but Wiswell
    has only 3 councillors and people in village are quite indifferent. It is only a few who want
    change.

#### Wiswell and Barrow Community Governance Review

• The present council should be split into two. The two communities are geographically separated by A59 with different identities and cultures. Wiswell is a rural conservation area with many retired people, few children, no school and limited public transport. Barrow is an expanding community has many children a busy school play area and good public transport. Barrow has much housing and commercial development whereas Wiswell has little. Having talked to ex parish councillors and attended many parish council meetings myself it is obvious that the present parish council spends the majority of time discussing Barrow matters in which Wiswell ward councillors cannot become involved. The present council is good for Barrow but not for Wiswell. A separate Wiswell council would give Wiswell a more efficient council.

Report author - Michelle Haworth

## APPENDIX F (P+F KMIP)

## DRAFT RECOMMENDATIONS ON WISWELL AND BARROW COMMUNITY GOVERNANCE REVIEW

(Pursuant to the Local Government and Public Involvement in Health Act 2007)

#### **OPTION 1**

#### Constitution of new parish (section 87 and 89)

1. No new parish should be constituted in the current Parish of Wiswell (the area under review).

#### Existing parish under review (section 88 and section 90)

- 2. The parish of Wiswell should not be abolished and its area should not be altered.
- 3. The parish should continue to be called Wiswell.
- 4. No changes should be made to the electoral arrangements that apply to the Council.

#### **OPTION 2**

#### Constitution of new parish (section 87 and 89)

- 1. A new parish should be established by separating the existing parish of Wiswell along ward boundaries (of Wiswell and Barrow), into two parishes (a new parish of Barrow and a smaller parish of Wiswell).
- 2. The new parish should be called Barrow.
- 3. The new parish should have a parish council.
- 4. The new parish should not have one of the alternative styles.
- 5. Electoral arrangements for the Barrow Parish Council should be as follows:
  - a. Ordinary elections of councils will be held every four years commencing in May 2010;
  - b. Five councillors will be appointed to the Parish Council; and
  - c. The Council will not be divided into wards for the purposes of electing parish councillors.

#### Existing parish under review (section 88 and 89)

- 6. The existing parish of Wiswell should be altered by separating the parish along ward boundaries into two parishes to form a new parish of Barrow and a smaller parish of Wiswell.
- 7. This, smaller, parish should continue to be called Wiswell.
- 8. This parish should continue to have a parish council.
- 9. Electoral arrangements for the (smaller) Wiswell Parish Council should be as follows:
  - a. Ordinary elections of councils will be held every four years commencing in May 2010;
  - b. Five councillors will be appointed to the Parish Council;

c. The Council will not be divided into wards for the purposes of electing parish councillors.

Recommendations which would require an order by the Local Government Boundary Commission for England (section 92)

10. Any necessary related alterations should be made to the boundaries of the electoral areas of any affected principal council.