

NORTH LINCOLNSHIRE COUNCIL

COUNCIL

COMMUNITY GOVERNANCE REVIEW

1. OBJECT AND KEY POINTS IN THIS REPORT

- 1.1 To receive the report of the Governance and Standards Scrutiny Panel on the Community Governance Review (CGR) attached as an appendix.
- 1.2 To consider for approval the recommendations of the Governance and Standards Scrutiny Panel as set out in its report.

2. BACKGROUND INFORMATION

- 2.1 The council at its meeting on 29 September 2016 (minute 2449 refers) authorised the Governance and Scrutiny Panel (now the Governance and Standards Scrutiny Panel, as from the Annual Meeting of the Council in May 2017) to carry out a community governance review of electoral arrangements for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Kirton in Lindsey and Winteron, as town councils, and also for the parish of Holme, as a parish meeting which had given notice to cease operating – in accordance with agreed and published terms of reference.
- 2.1 Part 4 of the Local Government and Public Involvement in Health Act 2007 (the 2007 Act), relevant parts of the Local Government Act 1972 and guidance issued in 2010 by the Department of Communities and Local Government and the Local Government Boundary Commission for England allowed for, placed a responsibility on and guided principal councils on undertaking Community Governance Reviews (CGR) of parishes (town/parish councils) within their district boundary. The 2007 Act enabled the council through its cross-party Governance and Standards Scrutiny Panel to carry out the review in accordance with its responsibilities and relevant guidance above.
- 2.2 The review commenced on 20 October 2016 and is required to be completed in 12 months. The Governance and Standards Scrutiny

Panel met on several occasions over 10 months to carry out the review, and on 6 September 2017 met to approve its report and recommendations. The minutes of that meeting and the report are attached as appendices. The council is now requested to consider for approval the recommendations of the scrutiny panel. Its decision will then be published, and Community Governance Orders made to give effect to the decision, and relevant government offices and organisations informed. Any changes will come into effect on the date specified within the CGR's recommendations, which will become part of the Community Governance Orders.

3. OPTIONS FOR CONSIDERATION

- 3.1 In accordance with the 2007 Act and minute 2449 of the Council, the Council shall take the final decision whether to approve, or following its considerations, vary the recommendations of the Governance and Standards Scrutiny Panel. Its decision must be in accordance with statutory timescales.
- 3.2 Also, the council may decide to maintain the status quo for electoral arrangements in the Town Councils and Parish Meeting included in the CGR.

4. ANALYSIS OF OPTIONS

- 4.1 The council may approve the recommendations of the Governance and Standards Scrutiny Panel following consideration of the report's findings as presented, and implement in accordance with the good practice, guidance and responsibilities referred to in paragraph 2.1 of the report.
- 4.2 The council may also vary or maintain the status quo for electoral arrangements which would be contrary to the Governance and Scrutiny Panel's recommendations contained within its report.

5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)

- 5.1 Carrying out the CGR has been met from within existing budgets.

6. OUTCOMES OF INTEGRATED IMPACT ASSESSMENT (IF APPLICABLE)

- 6.1 An integrated assessment is not required for this report.

7. **OUTCOMES OF CONSULTATION AND CONFLICTS OF INTERESTS DECLARED**

- 7.1 Comprehensive consultation required during the CGR has been carried out in accordance with its Terms of Reference and Government Guidance.
- 7.2 There are no known conflicts of interest. Any member involved in the CGR who is also a member of a Town Council or participates in the Parish Meeting referred to in paragraph 3.1, may wish to consider declaring a personal interest prior to consideration of such business at meetings.

8. **RECOMMENDATIONS**

- 8.1 That the Council consider for approval, the recommendations of the Governance and Standards Scrutiny Panel

DIRECTOR: GOVERNANCE AND PARTNERSHIPS

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Background Papers used in the preparation of this report - Guidance issued in 2010 by the Department of Communities and Local Government and the Local Government Boundary Commission for England.

REPORT OF THE GOVERNANCE AND STANDARDS SCRUTINY PANEL

COMMUNITY GOVERNANCE REVIEW

Executive Summary

North Lincolnshire Council is the principal council for the Borough of North Lincolnshire and is designated in law as the body to review community governance arrangements in its area. Community governance reviews provide the opportunity for designated principal councils to review and make changes to community governance within their areas. Such reviews are often undertaken, although not exclusively, in circumstances such as where there have been changes in population, or in reaction to specific or local new issues. A community governance review offers an opportunity to bring about improved community engagement, better local democracy and ensures electors across the parishes are treated equitably and fairly.

The community governance review for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton was conducted as follows:

Date	Event
20 October 2016	- Community Governance Review terms of reference published.
27 February 2017	- Consultation leaflet delivered by Royal Mail to over 23,000 households. - 8 consultation events commence in affected areas.
6 March 2017	- Following issue with delivery of correct leaflet to Winterton, new leaflet is printed and hand delivered to all residents.
28 March 2017	- Following disappointing response from Barton area, contact Royal Mail, seeking confirmation leaflet had been delivered.
29 March 2017	- Second consultation event held in Bottesford.
3 April 2017	- Second consultation event held in Crowle.
7 April 2017	- Consultation closes.
27 April 2017	- Governance Scrutiny Panel consider all responses received to date as part of consultation process.
28 April 2017	- Confirmation received from Royal Mail that not all Barton residents received consultation leaflet.

- 16 June 2017 - Following Purdah, second consultation leaflet hand delivered to homeowners in Barton.
- 27 June 2017 - Second Barton-upon-Humber consultation event held.
- 7 July 2017 - Barton consultation leaflet deadline for responses.
- 20 July 2017 - Governance and Standards Scrutiny Panel¹ considers all responses as part of the consultation.
- 6 September 2017 - Scrutiny Panel agrees report and recommendations.
- 19 September 2017 - Council agrees recommendations and publishes two orders – 1) Town Council membership for implementation 2 May 2019; and 2) Future of Holme for implementation 1 April 2018.

Undertaking the review

The publication of the terms of reference for this review on 20 October 2016 marked the start of the review. The terms of reference are available at <http://www.northlincs.gov.uk/your-council/have-your-say/councillors-and-mps/community-governance-review/>

To coincide with the start of the review, the council's Public Relations unit facilitated a media campaign. A dedicated web page was also created on the council's website, as well as proactive messages on the council's various social medium forums.

The original consultation produced a finely balanced outcome of views from homeowners in the eight town council areas. Following an issue with the circulation of the consultation leaflet in Barton Parish, a second consultation was undertaken. This included the circulation of a new consultation leaflet as well as a second stakeholder event.

In addition, stakeholders were invited to complete an online consultation form on the electoral arrangements for the Parish where they lived or worked.

Having considered the responses to the consultation, the Governance and Standards Scrutiny Panel agreed draft recommendations at its meeting on 6 September 2017. The final report will then be considered by Full Council on 19 September 2017.

Submissions Received

During the initial element of the consultation, the Scrutiny Panel received 1,310 submissions. Following the re-circulation of the Barton Parish leaflet, there were a further 425 submissions.

¹ Scrutiny Panel name changed at Annual Meeting of the Council on 18 May 2017

Details of all of the submissions from the council’s consultation exercise are available on the council’s website at <http://www.northlincs.gov.uk/your-council/have-your-say/councillors-and-mps/community-governance-review/>

Analysis and final recommendations

Electorate figures

North Lincolnshire Council published the electoral figures as of 1 August 2016, which stated the number of electors per seat per parish ward in force between 1 December 2015 and 30 November 2016. As part of the review, the council has to forecast the electorate forecasts for a period five years on from the August 2016 electoral roll which is the basis for this review. These forecasts projected an increase in the electorate of 1% over this period. This indicates a particularly steady overall electorate position over the five years and this is helpful in considering future community governance arrangements. The electorate forecasts are set out in paragraph 28.

Existing Parish arrangements

At the commencement of the review, the following electoral arrangements were in place –

Parish	Registers	No. of Seats	Eligible Electorate
Barton			
Bridge Ward	BAR1, BAR2	11	4,650
Park Ward	BAR3, BAR4	11	4,145
Parish		22	8,795
Bottesford			
Central Ward	BOT1, BOT2	8	3,314
East Ward	BOT3, BOT4	8	2,853
West Ward	BOT5, BOT6	8	2,871
Parish		24	9,038
Brigg	BRW3, BRW4	19	4,292
Broughton	BRA3, BRA4, BRA5	18	4,309
Crowle and Ealand	AXN2, AXN3, AXN4	15	3,827

Parish	Registers	No. of Seats	Eligible Electorate
Epworth	AXC2, AXC3	15	3,414
Kirton in Lindsey	RID7, RID8	14	2,451
Winterton	BSW10, BSW11	18	3,727

Parish	Registers	No. of Seats	Eligible Electorate
Holme Parish Meeting	RID6	0	89

General analysis

Having considered the submissions received during the combined consultation periods as well as evidence submitted by East Riding and Northern Lincolnshire Local Council Association and previous election results, draft recommendations were developed to include the following –

Parish	Wards	No. of Seats
Barton	Deletion of Bridge Ward and Park Ward	12
Bottesford	Central Ward	4
	East Ward	4
	West Ward	4
	Parish total	12

Parish	No. of Seats
Brigg	9
Broughton	9
Crowle and Ealand	9
Epworth	9
Kirton in Lindsey	9
Winterton	9

Holme Parish Meeting to be dissolved, with the Parish joining Messingham Parish.

What happens next?

North Lincolnshire Council has completed its review of community governance in the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton.

The final recommendations proposed will be submitted to the council meeting on 19 September 2017. If approved, an Order will be made administratively by the council in order to establish the new community governance arrangements from –

- 1 April 2018 for the residents of Holme to merge with Messingham Parish Council.
- Local Government elections held on 2 May 2019 for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Kirton in Lindsey and Winterton.

The Governance and Standards Scrutiny Panel is grateful to all those individuals and the organisations who have contributed to the review through expressing their views and advice. It is particularly grateful to the town councils in scope for their assistance to the council in delivering elements of the review.

A Introduction

1. North Lincolnshire Council formally agreed to commence the review of community governance electoral arrangements for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton on 29 September 2016. The approved terms of reference (see Appendix A) for the review were then published on 20 October 2016, which marked the start of the review. The initial period of the review concerned itself with publicising the review and inviting comments generally. In view of the consequences for the review, consultation specifically sought submissions on the future community governance arrangements for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton.

B What is a Community Governance Review?

2. A Community Governance Review is a review under and in accordance with Part 4, Chapter 3 of the Local Government and Public Involvement in Health Act 2007 (the Act). The 2007 Act gives the responsibility for undertaking community governance reviews to designated principal councils for the area. In the case of the borough of North Lincolnshire this is North Lincolnshire Council.
3. Community governance is the arrangements and organisations that provide for community representation or community engagement in the review area. This can be parish meetings and parish councils but, likewise, could be other arrangements and organisations.
4. It is a duty of the borough council in undertaking a community governance review to seek to secure that community governance within the review area reflects the identities and interests of the community in that area and is effective and convenient.
5. The Government and the Local Government Boundary Commission for England published guidance on community governance reviews in March 2010² and due regard has been given to that guidance in undertaking this community governance review.
6. The borough council must take such steps as it considers sufficient to inform local government electors and other parties with an interest in the review about the review. It must then consult those electors and other parties and take account of any representations received in connection with the review.

² Communities and Local Government – The Local Government Boundary Commission for England – Guidance on Community Governance Reviews

Why is the council conducting a review in parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton?

7. A letter was received from the Clerk to Barton Town Council. That town council currently has 22 elected members. The letter refers to the fact that these 22 members represent two electoral wards in the town, namely Bridge Ward and Park Ward. The council now feels that the two ward system in Barton is outdated and serves no purpose to either the town or the electorate. Indeed, at the last elections, one ward was undersubscribed for elected members and the other ward oversubscribed. This resulted in the co-option of a ward member after the election, causing additional work and expense. In fact, the current serving councillors all agree that they respond to public enquiries from local residents in either ward, not just the ward they are elected to. In the light of this, the Town Council is seeking the views of North Lincolnshire Council about how this matter can be addressed.
8. Correspondence was also received from the clerk to Holme Parish Meeting. Holme was a small village with less than 100 electors. As a small parish they were finding it difficult to operate and conform to all the prescribed regulations, particularly with regard to the parish precept. Consequently, Holme Parish Meeting ceased to operate as of 31 March 2016, with their preference to join an adjoining Parish or Town Council.
9. Nationally there is a wide variation of council size between parish councils. That variation appears to be influenced by population. Research found that a typical parish council representing less than 500 people had between 5 and 8 councillors, those between 501 and 2500 people had 6 to 12 councillors and those between 2501 and 10,000 had 9 to 16 councillors. Those parish councils with a population of between 10,001 and 20,000 had between 13 and 27 councillors.
10. An analysis of the electors per seat per parish in North Lincolnshire indicates that of the 52 town and parish councils and four parish meetings in North Lincolnshire, the vast majority are in line with the figures as set out in paragraph 9 above. The remainder vary from one below or eight above the figures. Those that vary are parishes/towns which reflect the other elements of the guidance i.e. they are communities with distinct identities and boundaries e.g. Broughton, Burton upon Stather, Gunness etc.

How will the final recommendations affect you?

11. The final recommendations include the numbers of councillors that will represent you on the council for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Kirton in Lindsey and Winterton. They will also identify which Parish or Town Council the residents of Holme will join.

Who at the council makes these decisions?

12. At the North Lincolnshire Full Council meeting on 29 September 2016, it was agreed that its Governance Scrutiny Panel become a committee of the council in order to undertake the review. Any final recommendations from the scrutiny panel would be considered by council. It will be the Full Council of all 43 councillors who will make the decision whether to adopt the final recommendations. Any order that needs to be made to bring the adopted decision of the Full Council into effect will be made administratively by the officers of the council.

Undertaking the review

13. The Terms of Reference for the Review were published on 20 October 2016 (after being approved by council at its meeting on 29 September 2016). This marked the formal start of the review. The review must be concluded within 12 months of the publication of the terms of reference (see Appendix A).

Informing and Consulting local government electors and others

14. At the time of publishing the terms of reference for the review a copy was made available on a dedicated page on the council's website. Through this page, views could be expressed using an online survey. It also gave telephone, email and postal addresses for questions to be raised about the review or to express views
15. Notice of the commencement of the consultation element of the Community Governance Review was communicated via the issuing of a press release on 21 February 2017. Town clerks were also informed on 21 February 2017. Further press releases were issued on 10 March and 24 March informing local residents of the consultation element of the Community Governance Review. In addition, various Town Councils used parish newsletters, notice boards and social media to inform their local residents of the review.
16. On 27 February 2017, Royal Mail commenced the delivery of individual household leaflets, which contained a question on whether the town council should have more, less or no change to its membership. In total, 23,097 households located in the eight town council areas received the leaflet.
17. A number of public consultation events were also scheduled in each of the eight town council areas. The date, location and number of attendees at each are shown overleaf:

Date of Public Meeting	Venue for Public Meeting	Number of Attendees
Monday 27 February from 3.30pm to 7pm	Civic Hall, Bottesford	14
Wednesday 1 March from 3pm to 7pm	Crowle Local Link	0
Monday 6 March from 3pm to 7pm	The Angel Suite, Brigg	30
Wednesday 8 March from 3pm to 7pm	Imperial Hall, Epworth	16
Monday 13 March from 3pm to 7pm	Broughton Village Hall	23
Wednesday 15 March from 3pm to 6.45pm	Old School Hall Community Centre, Winterton	19
Monday 20 March from 4pm to 7pm	Kirton-in-Lindsey Town Hall	14
Tuesday 21 March from 3pm to 7pm	Barton Assembly Room	36

18. Following comments received from Winterton Town Council with regard to the circulation of the consultation leaflet in Winterton, a second leaflet was issued to all Winterton homeowners on 6 March 2017.
19. Due to the disappointing attendance at the Bottesford and Crowle and Ealand consultation events, a second date and time was scheduled to allow residents the opportunity to participate in the consultation. The date, location and number of attendees at the event are shown in paragraph 20.
20. Following comments received from the Ward Councillors in Barton, as well as studying the responses from the residents of the town, Royal Mail confirmed that the consultation leaflet has not been delivered to every property in the parish. Consequently, a new consultation leaflet was delivered to all properties in Barton on Monday 12 June 2017. In total, 425 consultation leaflets were returned. A second consultation event was also scheduled, with details shown overleaf:

Date of Second Public Meeting	Venue for Public Meeting	Number of Attendees
Wednesday 29 March from 3.00pm to 7pm	Civic Hall, Bottesford	13
Monday 3 April from 3pm to 7pm	Crowle Local Link	6
Tuesday 27 June from 4pm to 7pm	Barton Assembly Room	5

C Analysis and final recommendations

21. Final recommendations have been prepared on the community governance arrangements for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton.
22. As described earlier, North Lincolnshire Council must abide by the duties on it under Section 93 of the Local Government and Public Involvement in Health Act 2007. This section of the 2007 Act requires that the council must have regard to the need to secure that community governance within the area under review –
 - (a) reflects the identities and interests of the community in that area, and
 - (b) is effective and convenient.
23. In considering the future electoral arrangements for a parish council (including a new parish council), Section 95 of the 2007 Act requires the council to examine whether parish wards should be created to facilitate separate representation on that parish council for electors living in different areas within the parish. In relation to the number of parish councillors to be elected (for an un-warded parish or for separate parish wards) the council must have regard to the following factors:
 - (a) the number of local government electors for the parish;
 - (b) any change in that number which is likely to occur in the period of five years beginning with the day when the review starts.
24. These recommendations cannot affect areas outside of the current Parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton. Nor can it make changes to postcodes. Consequential changes to Council Ward boundaries can be identified through this process and, if appropriate, representations submitted to the Local Government Boundary Commission for England to consider.

Submissions Received

25. During the consultation element of the review, the council received a total of 1,738 representations, received from:

Response Type	Number
Initial consultation leaflet	1255
2 nd Issue Barton consultation leaflet	425
Town Council representations as part of electoral arrangements	6
Town / Parish Council representations as part of future of Holme	5
Representations from members of the public	6
Representations from interested stakeholders	38
Representations received from local Members of Parliament	2
Representation received from East Riding and Northern Lincolnshire Local Council Association	1
Total	1,738

Population Figures

26. Parish and town councils vary enormously in size, activities and circumstances, representing populations ranging from less than 100 (small rural hamlets) to up to 70,000 (large shire towns – Weston-Super-Mare Town Council being the largest). As part of the review, predicted population figures for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton were obtained. The predicted population figures are shown below:

Parish	ONS MYE 2014 ³	Additional Dwellings (5 years)	Average Household Size (Census 2011)	Projected population Increase	Projected Population
Barton	11,392	359	2.3	825.7	12,218
Bottesford	10,852	74	2.3	170.2	11,022
Brigg	5,672	365	2.2	803	6,475
Broughton	5,677	44	2.3	101.2	5,778
Crowle and Ealand	4,891	69	2.3	158.7	5,050
Epworth	4,426	14	2.3	32.2	4,458
Kirton in Lindsey	3,106	207	2.4	496.8	3,603
Winterton	4,906	110	2.4	264	5,170
Holme	108	0	2.6	0	108

Electorate Figures

27. As part of the review, the Elections Office at the council provided electorate forecasts up to the year 2021. These forecasts projected an increase in the electorate across the eight parishes of less than 1% over the five year period from 2016 to 2021. This indicates a particularly stable, if dynamic, community across the review area. This posed fewer risks for the review than an area where the electorate is changing dramatically in the medium term.

28. The electorate forecasts referred to above are set out below:

Town Council

	December 2016	December 2017	December 2018	December 2019	December 2020	December 2021
Barton	8890	8979	9069	9160	9252	9345
Bottesford	9169	9261	9354	9448	9542	9637
Brigg	4330	4373	4417	4461	4506	4551
Broughton	4370	4414	4458	4503	4548	4593
Crowle & Ealand	3909	3948	3987	4027	4067	4108
Epworth	3488	3529	3564	3600	3636	3672
Kirton in Lindsey	2499	2524	2549	2574	2599	2625
Winterton	3771	3809	3847	3885	3924	3963

³ Office for National Statistics Mid-Year Population Estimate

Parish Meeting

	December 2016	December 2017	December 2018	December 2019	December 2020	December 2021
Holme	92	93	94	95	96	97

Parish Councils

29. Section 94 of the 2007 Act requires that where it is recommended that a new Parish is created or an existing Parish is altered and the local government electorate in the new/altered Parish is 1,000 or more that there must also be a recommendation for a Parish Council for that Parish. If the parish has 150 or fewer local government electors, the review must recommend that the parish should not have a council.

Future of Holme Parish Meeting

30. As referred to in Paragraph 8, Holme Parish Meeting contacted the council seeking their assistance to provide alternative governance arrangements in their Parish.
31. Under the Local Government Act 1972, all parishes whether or not they have a parish council, must have a parish meeting. The parish meeting of that parish consists of the local government electors for the parish, and as such local electors are invited to attend these meetings.
32. Section 94 of the 2007 Act places principal councils under a duty to recommend that in parishes with 150 or fewer electors, only a parish meeting can be recommended.
33. However, Holme Parish Meeting has made representations to the council that it is unable to function as a parish meeting, due to their small electorate and conferring to all the prescribed regulations, particularly with regard to the precept.
34. As per the terms of reference for the review, the council has to consider “whether existing parishes should or should not be abolished or whether the area of existing parishes should be altered”.
35. Holme Parish Meeting took a decision to cease to operate as of 31 March 2016, with their preference being to join an adjoining parish or town council.
36. Consequently, the council contacted all neighbouring town and parish councils, parish meetings and Scunthorpe Charter Trustees to seek their interest in Holme Parish joining their public body.

37. The views of the aforementioned bodies are shown below:

Representation		Comments
Bottesford Council	Town	- Bottesford Town Council responded on 10 April 2017, stating that – “After a discussion was held (at 3 April meeting), the Councillors agreed unanimously that they did not wish for Holme Parish to merge with Bottesford Town Council”
Broughton Council	Town	- The future of Holme Parish was discussed at a meeting of the Full Council held on Monday, 27 th March 2017, and it was resolved that the information should be noted at this moment in time.
Manton Parish Meeting		- Chairman of Manton Parish Meeting responded on 20 March 2017, stating that - “Manton Parish operates as a Parish Meeting and so is not in a position to absorb any more area”
Messingham Council	Parish	- Messingham Parish Council responded on 15 March 2017, stating that - “Messingham Parish Council unanimously agreed on 13 March 2017 to accept Holme residents into the Parish of Messingham. Studying the maps provided of Holme Parish boundary, Messingham Parish Council would fully understand if Raventhorpe residents chose to join Broughton”
Scawby Parish Council		- No response.
Scunthorpe Trustees	Charter	- The Charter Trustees responded on 2 March 2017, stating that – “Holme Parish is a neighbour and is separated by the physical (boundary) of the Beck and it is our opinion that to secure future community involvement the former Home Parish should be merged or grouped with another Parish. We would hope that any arrangement would have the support of the residents of Holme and the proposed Parish”.

Existing Parish Council Size

38. The government has advised, and this council concurs that “it is an important democratic principle that each person’s vote should be of equal weight so far as possible, having regard to other legitimate competing factors, when it comes to the election of councillors”. By law, each parish council must have at least five councillors and there is no specified maximum. As guidance, the National Association of Local Council’s (NALC) suggest the minimum number of Councillors for any Town / Parish should be 7 and the maximum 25.
39. The former Aston Business School published the following indicative table (which is included in Government guidance) for representation on Parish Councils:

Electorate	Parish Councillor Allocation
Less than 500	5 – 8
501 – 2,500	6 – 12
2,501 – 10,000	9 – 16
10,001 – 20,000	13 – 27
Greater than 20,000	13 – 31

40. By law, the committee must have regard to the following factors when considering the number of councillors to be elected for a parish council(s):
- The number of local government electors in an area;
 - Any change in that number which is likely to occur in the period of five years beginning with the day when the review starts.
41. Each area would be considered on its own merits, having regard to its population, geography and the pattern of communities. In addition, the pattern of delivery of services by individual parish councils may affect the optimum number of parish councillors in any individual case.

Parish Warding

42. Parish warding is the division of the parish council area into appropriately sized wards for the purpose of electing parish councillors. The Community Governance Review was required to examine the number and boundaries of Parish Wards, their names and the number of councillors to be elected to each ward.
43. North Lincolnshire has two town councils that are divided into wards, namely Barton and Bottesford.

44. The committee, as part of the review, had to consider whether or not the town council area should be divided into wards. The legislation required that consideration be given to whether:
- a) The number, or distribution of the local government electors for the area would make a single election of parish councillors impracticable or inconvenient; and
 - b) It is desirable that any area or areas of the parish council should be separately represented.
45. In considering parish warding, the committee was mindful to all of this guidance. The case for Barton and Bottesford continuing with parish warding would be based on information and evidence provided during the course of the review. The committee also had to determine whether parish warding was in the interests of effective and convenient local government and not wasteful of a town councils resources.
46. The table below shows the current number of electors per parish councillor:

Town Council	Eligible Electorate	No. of Seats	Ratio
Barton	8,795	22	1:400
Bottesford	9,038	24	1:377
Brigg	4,242	19	1:223
Broughton	4,309	18	1:239
Crowle and Ealand	3,827	15	1:255
Epworth	3,414	15	1:228
Kirton-in-Lindsey	2,451	14	1:175
Winterton	3,727	18	1:207

Electoral Arrangements

47. Town and parish council elections are currently held on a four yearly cycle that run coterminous with Local Government elections. There was no evidence presented that suggested that the current arrangement was not effective.
48. The table below shows the number of candidates contesting the eleven town council elections in 2011 and 2015. The next scheduled elections are to be held in 2019. In 2011, only 6 of the 11 parish elections were contested. In 2015 the figure dropped to 2 parish elections being contested. Four of the 11 parish elections were not contested in either 2011 or 2015.

Town Council	Membership	Contested / Uncontested		Candidates	
		2011	2015	2011	2015
Barton Park	11	Contested	Uncontested	14	10
Barton Bridge	11	Uncontested	Contested	10	13
Bottesford West	8	Contested	Uncontested	10	7
Bottesford East	8	Uncontested	Uncontested	4	7
Bottesford Central	8	Uncontested	Uncontested	6	7
Brigg	18	Contested	Contested	20	29
Broughton	18	Uncontested	Uncontested	13	16
Crowle and Ealand	15	Contested	Uncontested	16	13
Epworth	15	Contested	Uncontested	16	10
Kirton-in-Lindsey	14	Contested	Uncontested	15	14
Winterton	18	Uncontested	Uncontested	18	12

Consultation

Consultation Leaflet

49. The consultation during the initial elements of the process generated 1,310 responses. Of those, 1,255 were responses to the committee's consultation leaflet which had been delivered to every household in the eight town council areas.
50. Further to Paragraph 20, an additional 425 consultation leaflets were returned following the re-issue of the leaflet in Barton.
51. The findings from the consultation leaflets responses are shown overleaf:

	Barton	Bottesford	Brigg	Broughton	Crowle	Epworth	Kirton	Winterton
Fewer councillors / seats	71 %	56 %	73 %	59 %	47 %	54 %	50 %	68 %
The same number of councillors / seats	27 %	42 %	25 %	33 %	46 %	45 %	43 %	31 %
More councillors / seats	2 %	2 %	2 %	8 %	7 %	1 %	7 %	1 %
To have no wards	61 %	35 %	-	-	-	-	-	-
To continue with wards	39 %	65 %	-	-	-	-	-	-

52. Key outcomes of the consultation were –

- The overall response rate was 7.1%
- There were clear majorities among respondents from seven of the eight parishes that a reduction in the number of councillors / seats was required.
- It was a finely balanced view from respondents in Crowle and Ealand between the options of fewer councillors / seats and the same number of councillors / seats.
- The respondents in Barton and Bottesford provided completely different viewpoints to the question on parish warding. 61% of Barton respondents wished to see the removal of parish warding, yet in Bottesford, 65% of respondents wanted the warding arrangements to continue in the parish.

53. Whilst the council acknowledges that the postal ballot was non-binding and was advisory only, members agreed that it should not ignore the outcome as it was a fair and impartial way of listening to residents views.

Other stakeholders

54. In addition to the views of the local electorate, the views of those who had not responded to the review from among local government electors and others with a stake in the review were sought.

55. In total, 38 responses were received in the form of online responses. The findings from the stakeholder consultation are shown below:

Question 1

Are you –

A resident?	-	10 %
Someone employed in the area?	-	75 %
A local business owner	-	0
A town or parish councillor?	-	14 %
Other	-	1 %

Question 2

Do you know how to become involved in what's happening in your local community?

Yes	-	37 %
No	-	26 %
Don't Know	-	0
Did not answer	-	37 %

Question 3

Do you have the opportunity to influence decisions which affect your life?

Yes	-	18 %
No	-	37 %
Don't Know	-	8 %
Did not answer	-	37 %

Question 4

Do you think your town council reflects the make up of your local community?

Yes	-	13 %
No	-	37 %
Don't Know	-	11 %
Did not answer	-	39 %

56. Key outcomes of the consultation were –

- 75% of the respondents were employed in the parishes.
- 37% of those responding were aware of how to become involved in what's happening in their local community.
- 13% of respondents believed they had the opportunity to influence decisions in their area.
- 13% of respondents thought the make-up of their town council reflected the make-up of the local community.

Town Council Representations

57. All eight town councils were invited to share its council's observations on the review. Disappointingly, not all town councils chose to respond to the consultation.
58. Bottesford Town Council was satisfied that it fulfilled all its duties in regards to community engagement, local democracy and delivery of local services. It wished to retain the name of Bottesford Town Council and its existing parish warding arrangements, continuing to have eight councillors per ward (24 in total). The council wished for elections to continue to be held every four years in conjunction with those of North Lincolnshire Council.
59. Brigg Town Council responded by stating that it did not believe it was appropriate to comment on the review.
60. Broughton Town Council's response was to comment on the consultation leaflet that the council circulated as part of the review.
61. Epworth Town Council requested that the size of the council remain unchanged. The town council also provided its observations on the consultation leaflet and its circulation.
62. Kirton Town Council informed the committee that they wished to remain as a council with a membership of 14 councillors.
63. Winterton Town Council believed that its current membership of 18 town councillors was the appropriate number to allow it to effectively undertake its duties through the council and its committees. The town council was concerned that a reduction in its membership could result in an unmanageable burden on its reduced membership, potentially making it difficult for those with families or who worked to sit on the council. Winterton Town Council also provided its observations on the consultation leaflet and its circulation.
64. Winterton Town Council also submitted a formal request to address the scrutiny panel and share its observations on the review. The clerk and a town councillor attended a public meeting of the scrutiny panel to discuss with councillors the workload of its town council, with particular emphasis on its committees, projects and the work it undertakes on behalf of the local community on a daily and weekly basis.

Member of Parliament Representations

65. The council sought the views of the three Members of Parliament whose constituencies cover the eight town council areas.
66. Mr Nic Dakin, Member of Parliament for Scunthorpe County responded to share his observations on the review, with particular emphasis on Bottesford and Kirton in Lindsey Town Councils.

67. Mr Dakin commented on the scope of the review, the Boundary Commission review of Parliamentary Constituencies, the history of the electoral arrangements for the parishes, the consultation leaflets and the consultation events.
68. Mr Dakin supported the continuation of the present warding arrangements in Bottesford, and wished to see the town councils of Bottesford and Kirton in Lindsey remain at 24 and 14 councillors respectively. The MP also wished to see elections remain 'whole' and coincide with North Lincolnshire Council elections.
69. On the issue of Holme, Mr Dakin had not received any representations regarding the disbanding of the Parish.
70. Mr Martin Vickers, Member of Parliament for the Cleethorpes constituency, which includes Barton-upon-Humber, commented on the review.
71. Mr Vickers suggested that Barton Town Council should be just one ward, with a membership of eleven councillors. Mr Vickers also believed the election of councillors should be held every four years, similar to North Lincolnshire Council local government elections.

Written Representations from Members of the Public

72. As part of the consultation, six representations were received from members of the public: four were in letter form and two were submitted electronically.
73. The representations provided the respondents viewpoint on their respective town council, the method of consultation, cost of the review, membership of their town council and the consultation events.

East Riding and Northern Lincolnshire Local Council Association observations

74. As part of the consultation process, the Scrutiny Panel provided East Riding and Northern Lincolnshire Local Council Association (ERNLLCA) the opportunity to comment on the Community Governance Review. ERNLLCA, is an independent body which supports parish and town councils in the North Lincolnshire, North East Lincolnshire and the East Riding of Yorkshire. There is an equivalent organisation for each "shire county" area or equivalent in the country and all of these bodies, which are known as County Associations, join together as members of the National Association of Local Councils, or as it is more commonly known, NALC.
75. ERNLLCA had the following comments on the Community Governance Review –
 - It is central to ERNLLCA thinking that the ideal objective is for every parish and town councillor to be elected.
 - ERNLLCA has no comment to make regarding the parish of Holme.

- ERNLLCA are of the view that giving the electorate the opportunity to vote for all councillors at the one set of elections is appropriate.
- ERNLLCA are not aware of any appetite for any additional warding within town councils. As regards the size of membership of town councils, local and national policy states that the ideal situation is for all parish and town councillors to be elected.

76. ERNLLCA provided information on the membership and size of electorate of a selection of town council's in the Humberside region. The table is shown below:

Local Authority	Town Council	Electorate	Membership
East Riding	Beverley	14,914	14
"	Bridlington	28,892	12
"	Goole	15,208	17
"	Snaith and Cowick	2,909	9
North East Lincolnshire	Immingham	7,033	15
North Lincolnshire	Bottesford	9,038	24
"	Barton	8,765	22

D Electoral Arrangements Conclusions and Recommendations

(i) The ordinary year in which elections are held

77. The Local Government Act 1972 states that the ordinary election of parish councils take place in 1976, 1979 and every fourth year thereafter i.e. 2015, 2019, 2023 etc. During the course of the review, the council received no representations that the ordinary cycle of elections for all town councils be altered from its existing four year cycle.

Recommendation 1 – That the ordinary election of parish councils continue to be held every fourth year, alongside North Lincolnshire Council local government elections.

(ii) Future of Holme Parish

78. Holme formally ceased to exist as a Parish Meeting as of 31 March 2016. As a result, Holme Parish formally requested that the council provide alternative governance arrangements for their electorate.

79. Following consultation with all neighbouring town and parish councils and Scunthorpe Charter Trustees, only one parish council agreed that they would accept the electorate of Holme to join their parish.

Recommendation 2a – That the electorate of Holme join Messingham Parish.

80. As previously stated, Holme Parish ceased to exist as of 31 March 2016. North Lincolnshire Council is under a duty to seek to secure that community governance within Holme reflects the identities and interests of the community in that area and that it is effective and convenient.

81. The council does not believe that it is appropriate for the electorate of Holme to continue without any governance arrangements.

Recommendation 2b – That the Director: Governance and Partnerships be requested to publish a Reorganisation Order for the new Holme Community Governance arrangements to be implemented from 1 April 2018.

Recommendation 2c – That the Reorganisation Order cover any consequential matters that appear to the council to be necessary or proper to give effect to the order. In these matters, the council will follow the regulations that have been issued under the 2007 Act.

- (iii) The number of councillors to be elected to the council
82. The committee believes that it is an important demographic principle that each person's vote should be of equal weight so far as possible (having regard to other legitimate competing factors) when it comes to the election of councillors.
83. Whilst the number of parish councillors for each town council must not be less than five, there is no maximum number. In accordance with law, the committee has had regard to the following factors when considering the number of councillors to be elected for the parish, namely –
- The number of local government electors for the parish (see paragraph 29)
 - Any change in that number which is likely to occur in the period of five years beginning with the day when the review started (see paragraph 29)
84. In line with government guidance, each area has been considered on its own merits, having regard to geography, population and the pattern of communities. The council also paid particular attention to existing levels of representation, the broad pattern of existing council sizes which have stood the test of time and the take up of seats at elections when considering this matter.
85. Particular weight was given to the views of the electorate in the consultation leaflet returns, the number of councillors standing for election in the last two elections and the evidence submitted by ERNLLCA, particularly its comparison of town council membership across Humberside.
86. The council firmly believes that the ideal objective is for every town and parish councillor to be elected, in order to strengthen the concepts of local democracy and accountability.
87. With that in mind, the council makes the following recommendations –

Recommendation 3a – That the number of parish councillors on Barton Town Council be reduced from 22 to 12.

Recommendation 3b – That the number of parish councillors on Bottesford Town Council be reduced from 24 to 12.

Recommendation 3c – That the number of parish councillors on Brigg Town Council be reduced from 19 to 9.

Recommendation 3d – That the number of parish councillors on Broughton Town Council be reduced from 18 to 9.

Recommendation 3e – That the number of parish councillors on Crowle and Ealand Town Council be reduced from 15 to 9.

Recommendation 3f – That the number of parish councillors on Epworth Town Council be reduced from 15 to 9.

Recommendation 3g – That the number of parish councillors on Kirton-in-Lindsey Town Council be reduced from 14 to 9.

Recommendation 3h – That the number of parish councillors on Winterton Town Council be reduced from 18 to 9.

88. The rationale for the aforementioned is that for town council's with a membership of between 2,501 and 10,000, the National Association of Local Councils propose a parish councillor allocation of 9-16 councillors. However, the parish councillor allocation for a council with an electorate of 10,001 to 20,000 is 13-27 councillors. It is therefore proposed that the two largest town councils have a maximum membership of 12 councillors, which falls just under the threshold for a council of 10,001 to 20,000 electorate. The remaining council's membership will therefore be proportionate to this ratio.
- (iv) The division (or not) of the parish into wards for the purpose of electing councillors
89. Two town council's in North Lincolnshire are divided into appropriately sized wards for the purpose of electing parish councillors. They are Bottesford and Barton Town Councils.
90. The remaining six town councils are not divided into wards. There was no appetite during the review from either the six town councils or the electorate for those parishes to operate parish warding.
91. Barton Town Council is divided into two wards, namely Barton Bridge Ward and Barton Park Ward. Bottesford Town Council is divided into three wards, namely Bottesford East, Bottesford Central and Bottesford West wards.
92. Barton Town Council made a representation to the council, prior to the review commencing, that it felt that the two ward system in Barton is outdated and serves no purpose to either the town or the electorate. Barton town councillors agreed that they respond to public enquiries for local residents in either ward, not just the ward they are elected to.
93. This view was re-affirmed from the Barton respondents to the consultation leaflet. 61% of the respondents wished to see Barton operate as one town council, with no wards. Only 39% of respondents wished for the existing arrangements to continue.
94. The Member of Parliament for Cleethorpes Constituency was also of the opinion that Barton should not operate parish warding.

95. Interestingly, of the 41 members of the public who attended the two Barton consultation events, over 60% of the attendees did not know the boundary line of the parish they resided in. It therefore became clear that the warding arrangements in Barton were not clearly and readily understood by the electorate.
96. With that in mind, and the observations of the town council that the existing warding arrangements were wasteful of the parish council's resources, it is –

Recommendation 4a – That the parish warding arrangements in the Barton Town Council area be deleted, with the town council becoming one council for the purpose of electing parish councillors.

97. Bottesford Town Council had a contrary point of view to that of Barton Town Council with regard to parish warding. The town council was clear that it wished to retain the existing parish wards of Central, East and West.
98. Indeed, the local electorate shared the view of the town council in their response to the consultation leaflet question on parish warding. 65% of respondents wished to see the existing parish warding arrangements continue, whilst 35% of respondents wanted no parish warding.
99. The Member of Parliament for Scunthorpe County Constituency also requested that the existing warding arrangements continue.

Recommendation 4b – That the existing Bottesford Town Council parish warding arrangements continue.

- (v) The number and boundaries of any such wards, including the name of any such ward
100. Further to the previous recommendation, the council has agreed that the existing parish warding arrangements continue in Bottesford.

Recommendation 4c – That the existing Bottesford Town Council parish warding arrangements, including the boundary and names of the wards continue to operate.

- (vi) The number of councillors to be elected to any such wards
101. Recommendations 3a and 4c have confirmed that Bottesford Town Council will have a membership of 12 councillors, with the continuation of the existing parish warding arrangements.
102. The three wards in Bottesford serve a similar sized electorate, with each ward having an equal number of parish councillors. The committee wishes to see the continuation of the equality of membership across the three wards.

Recommendation 4d – That Bottesford East, Bottesford Central and Bottesford West parish wards contain four parish councillors each.

Recommendation 4e – That the Director: Governance and Partnerships be requested to publish a Reorganisation Order for the new Community Governance electoral arrangements for the eight Town Councils, to come into effect on 2 May 2019.

NORTH LINCOLNSHIRE COUNCIL

COMMUNITY GOVERNANCE REVIEW 2016

Terms of Reference

A review of the parishes stated below under the Local Government and Public Involvement in Health Act 2007.

1. INTRODUCTION

Background

North Lincolnshire Council has resolved to undertake a Community Governance Review (CGR) of the following parished areas of the district (the 'Parishes'): Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Holme, Kirton in Lindsey and Winterton.

In undertaking the review, the council will be guided by Part 4 of the Local Government and Public Involvement in Health Act 2007 (referred to as "the 2007 Act"), the relevant parts of the Local Government Act 1972, Guidance on CGRs 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 and the Local Government Boundary commission for England in March 2010, together with any other relevant legislation and guidance.

Section 81 of the Local Government and Public Involvement in Health Act 2007 requires the council to publish its terms of reference for a review, clearly setting out the focus of the review. This document will fulfil this requirement.

What is a Community Governance Review?

A CGR can be a review of the whole, or part, of the district to consider one or more of the following –

- Creating, merging, altering or abolishing parishes.
- The naming of parishes and the style of any new parishes.
- The electoral arrangements for parishes, i.e. the ordinary year of election, council size, the number of councillors to be elected to the council and parish warding, and
- Grouping of parishes under a common parish council or de-grouping parishes.

A CGR must –

- Reflect the identities and interests of the communities in that area, and
- Be effective and convenient.

Consequently, a CGR must take into account –

- The impact of community governance arrangements on community cohesion, and
- The size, population and boundaries of a local community or parish.

Aim of a Community Governance Review

The aim of a review is to consider and bring about improved community engagement, better local democracy and efficient, more effective and convenient delivery of local services and ensures electors across these Parishes are treated equitably and fairly.

The review will consider –

- The electoral arrangements for the parishes of Barton, Bottesford, Brigg, Broughton, Crowle and Ealand, Epworth, Kirton in Lindsey and Winterton including the number of councillors elected to the parishes and parish warding, and apply suggested ratios of the number of councillors to electorate given within statutory guidance (paragraph 4, page 11 of these Terms of Reference refers).
- What the appropriate community governance arrangements are for Holme including (but not limited to) whether the parish should be abolished, merged or grouped with another parish; and
- Any other relevant issues that are submitted in response to the review consultation process.

Why undertake a Community Governance Review?

A CGR provides an opportunity for Principal Councils to review and make changes to community governance in their areas. Such reviews can be undertaken when there have been changes in population or in reaction to specific, or local new issues to ensure that the community governance for the area continues to be effective and convenient and reflects the identities and interests of the communities involved.

The government has emphasised that any recommendations made in a CGR should bring about improved community engagement, more cohesive communities, better local democracy and effective and convenient delivery of local services, and this council will take all these factors into account as part of this review.

This council believes that town and parish councils play an important role in terms of community empowerment at local level and wishes to ensure that parish governance in these areas continues to be robust, representative and able to meet any future challenges. Furthermore, it wishes to ensure that clarity and transparency exists at this level of governance and that the electoral arrangements of these parishes are appropriate, equitable and understood by their electorate.

This council has not previously undertaken a review of this type, and although various amendments have been made to parish electoral arrangements over the years, it is thought appropriate to undertake a review of these Parishes to ensure that either current arrangements are effective or to recommend any changes to improve effectiveness in them.

During this review the council will take into account the relevant guidance and legislation and will consider each case on its merits and on the basis of information and evidence provided during the course of the review.

Who will undertake the Community Governance Review?

As a principal council, North Lincolnshire Council is responsible for undertaking any CGR in its electoral area. It is proposed, following a delegation from full council, that the Governance Scrutiny Panel be constituted to conduct the review and to make recommendations to full council thereon. Full council will be required to approve the final recommendations prior to the making of any community Governance Order. A full consultation process will form part of the review to take full account of the views of local people.

Who to contact in respect of the Review?

Main contacts in respect of the CGR are the Head of Democratic Services (and/or his representative).

2. CONSULTATION

How the Council proposes to conduct consultations during the Review

The council has drawn up and published these terms of reference which provides the aims of the review, the legislation that guides the process, and the points that the council views as important in the process.

Before making any recommendations or publishing final proposals, the council will take full account of the views of local people in the Parishes being reviewed and will comply with the statutory consultative requirements by –

- Consulting local government electors in the Parishes.
- Consulting any other person or body (including other relevant local authorities and parish councils) which appears to the council to have an interest in the review.

- Taking into account any representations received in connection with the review.
- Notifying consultees of the outcome of the review and,
- Publishing all decisions taken and the reasons for such decisions.

Information about stages of the review will be published on the council's website with key documents available to view at the Civic Centre, Scunthorpe. Press releases or adverts will be published where appropriate. The council will also make use of the on-line consultation database to enable comments to be made on-line as well as in writing. It is likely that consultations will take place over approximately a 12 week period.

Review Timetable

A CGR must, by statute, be completed within a 12 month period from the day on which it commences. The CGR begins when the council publishes its terms of reference and concludes when it publishes the recommendations made in the review.

3. ELECTORATE FORECASTS

The Electorate and Electorate Forecasts for North Lincolnshire Council

This council has used the Register of Electors 2015/2016 published on 1 December, 2015 to provide existing parish and parish ward electorate figures. Details are attached at Appendix 1.

In considering the electoral arrangements of the Parishes in the area, the council must consider any likely future changes in the number or distribution of electors within five years from the day the review commences, together with associated current and projected ratios of electors to councillors.

Electorate forecasts will be prepared (using available information including current significant planning permissions and the local plan) and be made available to interested parties as early as possible in the review process.

4. PRESENT STRUCTURE OF PARISHES AND THEIR ELECTORAL ARRANGEMENTS

Present structure of Parish Governance in North Lincolnshire

The vast majority of North Lincolnshire is already parished. The only unparished area is Scunthorpe which consists of six district council wards. Appendix 1 to this document also shows the existing structure of the parishes included in this review, and associated district wards.

PARISH AREAS

Part of the review will consider what the appropriate community governance arrangements are for Holme parish including (but not limited to) whether the parish should be abolished, merged or grouped with another parish.

Legislation requires that the council must ensure that community governance within the area -

- reflects the identities and interests of the communities in the area.
- is effective and convenient.
- takes into account any other arrangements for the purpose of community representation or community engagement in the area.

ELECTORAL ARRANGEMENTS

What are Electoral Arrangements?

Electoral arrangements are the way in which a council is constituted for the parish and they are an important part of the review. They comprise –

- the ordinary year in which elections are held.
- the number of councillors to be elected to the council.
- the division (or not) of the parish into wards for the purpose of electing councillors.
- the number and boundaries of any such wards.
- the number of councillors to be elected for any such ward, and
- the name of any such ward.

Ordinary year of Election

The ordinary year of election is every four years as stated in the Local Government Act 1972, i.e. 2011, 2015 etc. If the review recommends, and it is approved, that more/less councillors are required for a particular parish, these will then come into effect at that parish's next ordinary elections in line with the four yearly cycle in North Lincolnshire.

Parish Council or Parish Meeting?

The council has a duty to create, or not, a parish council and must follow the guidance laid down in legislation as follows –

- where the number of electors is 1,000 or more a parish council must be created.
- where the number of electors is 151 – 999 a parish council may be created, with a parish meeting being the alternative form of governance, and
- where the number of electors is 150 or fewer a parish council is not created.

What considerations cover the number of parish councillors?

The government's advice is that, as an important demographic principle, each person's vote should be of equal weight so far as possible, having regard to other legitimate competing factors, when electing parish councillors. This council agrees with this principle and will take it into account during the review also having regard to current and historical factors, along with the fact that there should be not less than five councillors for each parish council. There is no maximum number and no rules relating to the allocation of councillors. However, each parish grouped under a common parish council must have at least one parish councillor.

Legislation dictates that the council must have regard to the following factors when considering the number of councillors to be elected for a parish –

- The number of local government electors for the parish, and
- Any change in that number which is likely to occur in the period of five years beginning with the day when the review starts.

Research in 1992 found the following levels of representation which are not likely to have changed greatly since –

Electorate	Councillor Allocation
Less than 500	5 - 8
501 - 2500	6 - 12
2501 – 10,000	9 - 16
10,001 – 20,000	13 - 27
Greater than 20,000	13 - 31

The National Association of Local Councils (NALC) published guidance in 1988 which gave a minimum of 7 and a maximum of 25 councillors for a parish council.

The government's guidance is that each area should be considered on its own merits, having regard to population, geography and the pattern of communities.

Therefore, this council will pay particular attention to existing levels of representation, the overall pattern of existing council sizes and the take up of seats at elections when considering these aspect.

However, the council acknowledges that there are exceptions to every “rule” and each area will be considered individually.

Parish Warding

The council is required to consider the following points when deliberating whether a parish should be divided into wards for the purposes of elections.

- Whether the number, or distribution, of the local government electors for the parish would make a single election of councillors impracticable or inconvenient, and
- Whether it is desirable that any area, or areas, of the parish should be separately represented on the council.

The government’s guidance is that warding of parishes may not be justified for largely rural areas based predominantly on a single centrally located village. Conversely, warding may be appropriate where a parish encompasses a number of villages with separate identities or where there has been urban overspill at the edge of a town into a parish.

The council will be mindful of community identities in both rural and urban parishes, with the latter possibly more likely dependant for its warding where community identity focuses on a specific area, and will endeavour to ensure that any warding arrangements reflect local circumstances and are clearly and readily understood by the electorate.

It should be noted that ward elections should have merit, not only should they meet the two tests given above, but should also be in the interests of effective and convenient local government. This should not be wasteful of a parish’s resources.

The number and boundaries of parish wards

In respect of the number and boundaries of any parish wards, the council will take into account the criteria stated above, in particular the community identity and interests in an area, but also whether any particular ties or links might be broken by the drawing of particular ward boundaries. Parish wards must be easily identifiable and remain so in the future.

Any recommendations which are intended to reflect community identities and links will be supported by relevant evidence.

Although the government's guidance is that district wards and county electoral divisions should not split an unwarded parish and that no parish ward should be split by such a boundary, the relevant legal provisions do not apply to reviews of parish electoral arrangements. However, the council will bear this in mind as requested by the LGBCE.

The number of councillors to be elected for parish wards

The council will take into account the following when considering the size and boundaries of any parish wards and the number of councillors to be elected for each ward –

- The number of local government electors for a parish, and
- Any change in the number, or distribution, of the local government electors which is likely to occur in the period of five years beginning with the day the review commences.

The guidance advises that, as an important democratic principle, each person's vote should be of equal weight so far as possible, having regard to other legitimated competing factors, when it comes to the election of councillors. Although there is no provision in legislation that each parish councillor should represent, as near as possible, the same number of electors, the council considers that it is not in the interests of effective and convenient local government, either for voters or councillors, to have significant differences in levels of representation between different parish wards.

Likewise, the council wishes to avoid the risk that, where one or more wards of a parish are over represented by councillors, the residents of those wards (and their councillors) could be perceived as having more influence than others on the council. Consequently, during the review, the council will show the ratios of electors to councillors that will result from any proposals.

The same principle of equitability will apply when consideration is given to the number of councillors to be elected to a common parish council by each parish within a grouping arrangement.

Naming of parish wards

With regard to the names of parish wards, the council will endeavour to reflect existing local or historic place names and will consider any ward names proposed by local interested parties.

5. REORGANISATION OF COMMUNITY GOVERNANCE ORDERS AND COMMENCEMENT

The review will be completed when the council adopts the reorganisation of Community Governance Order.

Copies of the Order, maps detailing the effects of the Order, and the documents setting out the reasons for all decisions made whether for change or no change will be deposited and published in the same manner as at each stage of the review, i.e. at the Civic Centre, Scunthorpe and on the council's website.

In accordance with the government's guidance, the council will issue maps to illustrate each recommendation at an appropriate scale wherever possible. These maps will be deposited with the Secretary of State at the Department of Communities and Local Government and at the council's offices at the Civic Centre, Scunthorpe. 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.

The Order can be made at any time following a review, but any changes to electorate arrangements for existing parishes will come into force at the next ordinary elections for the parish council. However, if these elections are not for some time, the council may resolve to modify or exclude the application of Sections 16(3) and 90 of the Local Government Act 1972 to provide for an early election with councillors serving a shortened term of office to allow the parish electoral cycle to return to that of the district.

6. CONSEQUENTIAL MATTERS

General Principles

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, including –

- the transfer and management of custody of property.
- the setting of precepts for new parishes.
- provision with respect to the transfer of any functions, property, rights and liabilities, and
- 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 had been issued following the 2007 Act including those regarding the transfer of property, rights and liabilities which require that any apportionments shall use the population of the area as estimated by the proper officer of the council as an appropriate proportion. The council also notes Regulation 3 of the Local Government Finance (New Parishes) Regulations 2008 regarding the establishment of a precept for a new parish and their requirements.

7. DATE OF PUBLICATION OF THESE TERMS OF REFERENCE

These terms of reference to be published formally (following approval by council) prior to the first meeting of the Governance Scrutiny Panel at which the CGR business is to be considered.

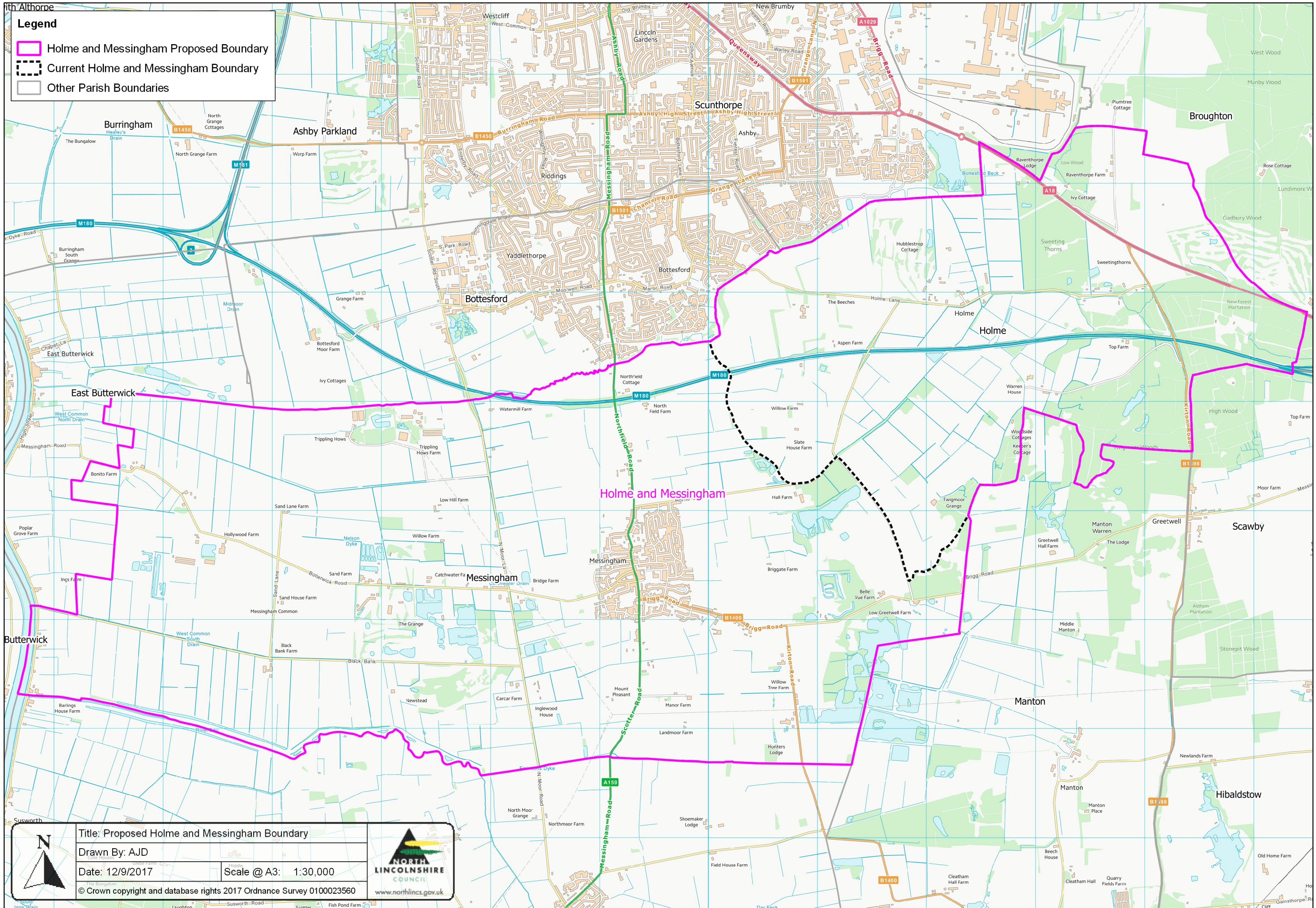
North Lincolnshire Council

Electors per Seat per Parish Ward**Register of Electors 2016**

Eligible Date: 1 August 2016

In force between 1 December 2015 and 30 November 2016

Parish	Registers	No. of Seats	Eligible Electorate
Barton			
Bridge Ward	BAR1, BAR2	11	4,650
Park Ward	BAR3, BAR4	11	4,145
Parish		22	8,795
Bottesford			
Central Ward	BOT1, BOT2	8	3,314
East Ward	BOT3, BOT4	8	2,853
West Ward	BOT5, BOT6	8	2,871
Parish		24	9,038
Brigg	BRW3, BRW4	19	4,292
Broughton	BRA3, BRA4, BRA5	18	4,309
Crowle and Ealand	AXN2, AXN3, AXN4	15	3,827
Epworth	AXC2, AXC3	15	3,414
Kirton in Lindsey	RID7, RID8	14	2,451
Winterton	BSW10, BSW11	18	3,727
Holme	RID6	0	89



Legend

- Holme and Messingham Proposed Boundary
- Current Holme and Messingham Boundary
- Other Parish Boundaries



Title: Proposed Holme and Messingham Boundary
 Drawn By: AJD
 Date: 12/9/2017
 Scale @ A3: 1:30,000
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NORTH LINCOLNSHIRE COUNCIL
GOVERNANCE AND STANDARDS SCRUTINY PANEL

6 September 2017

PRESENT: - Councillor Robinson in the chair.

Councillors Gosling (Vice-Chair), Longcake, Swift and Wells.

The panel met at the Civic Centre, Scunthorpe.

Councillors Collinson, L Foster and Mumby-Croft attended the meeting in accordance with Procedure Rule 1.37(b).

- 19 **DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS AND PERSONAL OR PERSONAL AND PREJUDICIAL INTERESTS AND DECLARATIONS OF WHIPPING ARRANGEMENTS (IF ANY)** – The following members declared personal interests -

Member	Minute	Nature of Interest
Councillor Collinson	22	Member of Bottesford Town Council Responded on behalf of Bottesford Town Council to the Community Governance Review consultation
Councillor Gosling	22	Member of Gunness Parish Council
Councillor Mumby-Croft	22	Member of Broughton Town Council
Councillor Robinson	22	Member of Epworth Town Council
Councillor Swift	22	Member of Bottesford Town Council
Councillor Wells	22	Member of Barnetby-le-Wold and Kirmington and Croxton Parish Council

No whip was declared.

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- 20 **MINUTES – Resolved** – That the minutes of the proceedings of this panel held on 20 July 2017, having been printed and circulated amongst the members, be taken as read and correctly recorded and signed by the chairman.
- 21 **PUBLIC REQUESTS TO SPEAK** – The Director: Governance and Partnerships informed the meeting that the scrutiny panel had received twelve requests to address the scrutiny panel to discuss the Community Governance Review.

The Chairman informed the meeting that he would allow one representative from each of the town councils to address the scrutiny panel. However, all other attendees would have an opportunity to contribute to the discussion on the review later in the meeting.

Mrs Lesley Liddle, clerk to Bottesford Town spoke on behalf of the Town Council and stated the following concerns –

- The lack of information on the consultation leaflet, particularly that all town councillors were volunteers.
- Only one leaflet was circulated per household.
- Only 7.1% of householders consulted responded.
- Bottesford electorate was only going to grow over the forthcoming years
- The council being quorate would be an issue were the proposed reduction agreed
- Neighbouring parish councils would have a larger membership than Bottesford Town Council.
- The town council was not consulted on the services and facilities it manages.
- Co-option at the council had always been a successful tool to ensure the town council had a full membership.
- North Lincolnshire Council supported volunteers and the contribution to make to communities.
- Bottesford Town Council had operated at 24 councillors for many years with no issue.
- The town council requested that its existing membership and parish warding arrangements continue.

Councillor James Truepenney addressed the scrutiny panel in his capacity as a Brigg Town Councillor, and made the following points –

- The proposed reduction in membership would not provide any financial saving and may lead to concerns over accountability.
- The town council would be too small to manage a budget in excess of £100,000.
- There would be issues with the town council being quorate for meetings.
- The town council delegated a lot of its work to committees and working groups. A reduction to nine councillors would mean those elected would have to commit more time to the council to ensure its business was concluded.
- The only councillor cost was mayoral expenses and training costs.
- The town council was currently independent of party politics. A reduction to nine councillors may result in politicians running the council.

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Councillor Catherine Whittingham addressed the scrutiny panel in her capacity as a Broughton Town Councillor, and made the following points –

- Democracy should not be taken for granted.
- The review consultation was undemocratic.
- Only 7.1% of households responded to the consultation.
- Only one leaflet per property was insufficient.
- Similar ballots, for example Trade Union ballots require a 50% return.
- The consultation leaflet was not informative, did not explain the process and was undemocratic.
- North Lincolnshire Council should be encouraging public participation, not cutting the number of volunteers or town councils.
- The town council had a number of committee and public facilities to manage. A reduction in the number of councillors would see the clerk taking on more responsibilities.

Councillor Robbie Pender addressed the scrutiny panel in his capacity as a Crowle and Ealand Town Councillor, and made the following points –

- As a local resident, he did not receive the consultation leaflet.
- Neither he nor the town council have had an opportunity to respond to the consultation.
- North Lincolnshire Ward Councillors were tasked with responding to the review on behalf of the town council. This was not done.
- Many residents in Crowle and Ealand did not receive the consultation leaflet. This may be why the response to the consultation from local residents was so low.
- Of those who did respond, only 47% voted in favour to reduce the membership of the town council.
- Crowle and Ealand Town Councillors are volunteers and are unpaid for the work they do in the community.

Councillor Tony Kidder addressed the scrutiny panel in his capacity as a Kirton-in-Lindsey Town Councillor, and made the following points –

- Many householders have commented that they did not receive the consultation leaflet.
- The population and dwelling projections in the report are wrong.
- Kirton will grow in size dramatically over the next five years.
- The Town Council will not be able to function with nine councillors, as there will be too much work for the council to do.
- Kirton Town Council is made up entirely of volunteers.
- The review recommendations are very short sighted.

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Councillor Paul McCartan addressed the scrutiny panel in his capacity as a Winterton Town Councillor, and made the following points –

- The North Lincolnshire leg of the Tour of Britain was such a success due to the number of volunteers that worked tirelessly in their communities, with many of the volunteers being elected town and parish councillors.
- North Lincolnshire Council and Town and Parish Councils had signed a Town and Parish Council Charter, which stated that both parties would act with respect and promote democratic accountability.
- The charter stated that North Lincolnshire Council would aim to resolve issues of difficulty in a constructive manner. This had not happened for the Community Governance Review.
- The consultation did not promote the role of Town and Parish Councils.
- The leaflet made no reference to councillors being unpaid volunteers.
- The review recommendations would see a reduction of 67 town councillors.
- There was a mis-conception in local communities that town councillors are remunerated. The review had not addressed that issue. Nor did it promote the role that the volunteer councillors fulfil.
- Many residents in Winterton received the wrong consultation leaflet.
- The advertising for the consultation events in local communities was poor.
- Winterton Town Council wanted to be involved in the review, but it did not have an opportunity to contribute.
- There was no reference in the report to the number of households consulted.
- It was very disappointing that the Member of Parliament for Brigg and Goole did not respond to the consultation.
- The five year property projections listed in the report were wrong.
- The Aston Business School parish councillor allocation was written in 1992. It was not guidance, but infact a typical representation.
- The table for the number of candidates contesting elections was not reflective of the current allocation of councillors on the town council.
- Barton and Holme had requested North Lincolnshire Council assist them with specific issues, but no other town council had an issue with their electoral arrangements.
- Were the reduction agreed, Winterton Town Council would not be quorate at meetings.
- The report made no reference to what Winterton Town Council did as a body.
- The East Riding and Northern Lincolnshire Local Council Association comparison of town council membership and size of electorate provided a distorted position of the town councils in North Lincolnshire.

Resolved – That the public speakers be thanked for their attendance and verbal presentation at the meeting.

- 22 (5) **COMMUNITY GOVERNANCE REVIEW** – The Director: Governance and Partnerships submitted the panel’s draft report for approval of the recommendations following the Community Governance Review of the electoral arrangements of the eight town councils and Holme Parish.

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The Chairman invited panel members to comment on the draft report, with particular emphasis on the recommendations.

The Chairman then invited all town councillors, clerks and North Lincolnshire Council members present at the meeting to comment on the report.

It was then moved by the Chairman, and seconded by Councillor Longcake that it be –

Recommended to Council - That recommendations 1; 2a, b and c; 3 a, b, c, d, e, f, g, h and 4 a, b, c, d and e, as stated in the report, be approved and adopted.

It was then moved by Councillor Swift and seconded by Councillor Gosling as an amendment, that it be –

Recommended to Council -

Recommendation 1 – That the ordinary election of parish councils continue to be held every fourth year, alongside North Lincolnshire Council local government elections.

Recommendation 2a – That the electorate of Holme join Messingham Parish.

Recommendation 2b – That the Director: Governance and Partnerships be requested to publish a Reorganisation Order for the new Holme Community Governance arrangements to be implemented from 1 April 2018.

Recommendation 2c – That the Reorganisation Order cover any consequential matters that appear to the council to be necessary or proper to give effect to the order. In these matters, the council will follow the regulations that have been issued under the 2007 Act.

Recommendation 3a – That the number of parish councillors on Barton Town Council be retained at 22.

Recommendation 3b – That the number of parish councillors on Bottesford Town Council be retained at 24.

Recommendation 3c – That the number of parish councillors on Brigg Town Council be retained at 19.

Recommendation 3d – That the number of parish councillors on Broughton Town Council be retained at 18.

Recommendation 3e – That the number of parish councillors on Crowle and Ealand Town Council be retained at 15.

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Recommendation 3f – That the number of parish councillors on Epworth Town Council be retained at 15.

Recommendation 3g – That the number of parish councillors on Kirton-in-Lindsey Town Council be retained at 14.

Recommendation 3h – That the number of parish councillors on Winterton Town Council be retained at 18.

Recommendation 4a – That the parish warding arrangements in the Barton Town Council area be deleted, with the town council becoming one council for the purpose of electing parish councillors.

Recommendation 4b – That the existing Bottesford Town Council parish warding arrangements be retained.

Recommendation 4c – That the existing Bottesford Town Council parish warding arrangements, including the boundary and names of the wards be retained.

Recommendation 4d – That Bottesford East, Bottesford Central and Bottesford West parish wards retain eight parish councillors each.

Recommendation 4e – That the Director: Governance and Partnerships be requested to publish a Reorganisation Order for the new Community Governance electoral arrangements for Barton Town Council, to come into effect on 2 May 2019.

Amendment lost
Motion Carried

(Councillors Gosling and Swift wished to be recorded as voting against the motion).

23 **ADDED ITEM** – There was no added item for consideration at the meeting.