

# Democratic Renewal Working Party



*St Edmundsbury*  
BOROUGH COUNCIL

<b>Title:</b>	<b>Agenda</b>
<b>Date:</b>	<b>Wednesday 2 December 2015</b>
<b>Time:</b>	<b>5.00 pm</b>
<b>Venue:</b>	<b>Conference Room West West Suffolk House Western Way Bury St Edmunds</b>
<b>Full Members:</b>	<p style="text-align: center;"><b>Chairman</b> Patricia Warby <b>Vice Chairman</b> Jim Thorndyke</p> <p><u>Conservative Members (5)</u> Susan Glossop Sarah Stamp Richard Rout</p> <p><u>Charter Group Member (1)</u> David Nettleton</p> <p><u>UKIP Group Member (1)</u> John Burns</p>
<b>Substitutes:</b>	<p><u>Conservative Members (2)</u> Andrew Speed Peter Stevens</p> <p><u>Charter Group Member (1)</u> Diane Hind</p> <p><u>UKIP Group Member (1)</u> Tony Brown</p>
<b>Interests – Declaration and Restriction on Participation:</b>	Members are reminded of their responsibility to declare any disclosable pecuniary interest not entered in the Authority's register or local non pecuniary interest which they have in any item of business on the agenda (subject to the exception for sensitive information) and to leave the meeting prior to discussion and voting on an item in which they have a disclosable pecuniary interest.
<b>Quorum:</b>	Three Members
<b>Committee administrator:</b>	<b>Fiona Osman</b> Service Manager (Democratic Services and Elections) <b>Tel:</b> 01284 757105 <b>Email:</b> <a href="mailto:fiona.osman@westsuffolk.gov.uk">fiona.osman@westsuffolk.gov.uk</a>

# **Agenda**

## **Procedural Matters**

### **Part 1 – Public**

**1. Apologies for Absence**

**2. Substitutes**

**3. Minutes**

To confirm the minutes of the meeting held on 17 June 2015 (copy attached).

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### **Part 1 - Public**

**4. Community Governance Review - Initial Consultation Results**

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**5. Future meetings**

The Working Party is requested to determine a date for a meeting in early 216, as follows:

14 January;  
4 February; or  
11 February.

All meetings are Thursdays starting at 5.00pm. Venues to be confirmed.

### **Part 2 - Exempt**

# Democratic Renewal Working Party



*St Edmundsbury*  
BOROUGH COUNCIL

**Minutes** of a meeting of the **Democratic Renewal Working Party** held on  
**Wednesday 17 June 2015** at **5.00 pm** at **Ground Floor Room 13, West  
Suffolk House**, Western Way, Bury St Edmunds IP33 3YU

Present: **Councillors**

***Chairman** – to be elected  
**Vice Chairman** – to be elected*

Susan Glossop	Jim Thorndyke
David Nettleton	Sarah Stamp
Richard Rout	Patricia Warby

**Substitutes attending:**  
Tony Brown

**By Invitation:**  
Ian Houlder

9. **Election of Chairman**

It was proposed, seconded and

RESOLVED:

That Councillor Patricia Warby be elected Chairman of the Working Party for 2015/2016.

10. **Election of Vice-Chairman**

It was proposed, seconded and

RESOLVED:

That Councillor Jim Thorndyke be elected Vice-Chairman of the Working Party for 2015/2016.

11. **Apologies for Absence**

Apologies for absence were received from Councillor John Burns.

12. **Substitutes**

Councillor Tony Brown was substituting for Councillor John Burns.

13. **Minutes**

Councillor David Nettleton had been in attendance at the meeting on 18 November 2014. Subject to this amendment, the minutes of the meeting held on 18 November 2014 were confirmed as a correct record and signed by the Chairman.

14. **Community Governance Review - Terms of Reference**

The Working Party considered Report No. DEM/SE/15/001 (previously circulated) and Appendix A which listed the agreed or potential matters for inclusion in the terms of reference.

Alex Wilson confirmed that at this stage, members of the Working Party were being asked to agree which items should be included and there should be no debate on the issues themselves. Once the terms of reference had been published in July, a consultation period would follow in the autumn, draft proposals would be considered by the Working Party in November and recommended to Council in December. Following a second consultation period, final proposals would be considered by the Working Party and Council by July 2016.

Members of the Working Party then reviewed each item in turn and agreed to include all matters except one. Item number 12 had already been considered in a Community Governance Review in 1999/2000 when the parish council and residents had been consulted. It was concluded at that time that no change was needed or desired. Members of the Working Party considered that as the circumstances had not changed it would not be appropriate to review this issue again.

RECOMMENDED:

That the Working Party agreed the items for inclusion in the Community Governance Review as given in Appendix A to Report No. DEM/SE/15/001 with the exception of item number 12 so that final terms of reference could be proposed to Council in July.

15. **Members' Allowance Scheme and Independent Remuneration Panel**

The Working Party considered Report No. DEM/SE/15/002 which outlined the process for reviewing the Members' Allowance Scheme and appointing a Joint Independent Remuneration Panel (IRP).

The current scheme for St Edmundsbury expired on 30 November 2015 and for Forest Heath on 30 March 2017. Members of Forest Heath Council would be asked at their Council meeting on 15 July 2014 to approve their scheme finishing early to allow a Joint IRP to be appointed.



Members discussed the process for appointing a selection panel who would then appoint the Joint IRP. The previous selection panel had interviewed new members alongside existing members of the IRP and all agreed that existing members should be invited to apply again.

**RECOMMENDED**

- (1) the Council undertake a recruitment process as outlined in Section 2 of Report DEM/SE/002;
- (2) the Council appoint a Selection Panel of three Members, plus a substitute Member to advise the Service Manager (Legal Services) on the appointment of Members of the Independent Remuneration Panel (IRP) and the terms and conditions of appointment. (If Forest Heath District Council, at their meeting on 15 July 2015, agree to end their Members' Allowance Scheme on 30 November 2015, the Selection Panel would be joint and consist of two Members, plus a substitute Member from each authority);
- (3) the Service Manager (Legal Services) be authorised to seek candidates for an Independent Remuneration Panel to determine its terms and conditions.

The Meeting concluded at 6.13 pm

**Signed by:**

**Chairman**

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# Democratic Renewal Working Party



*St Edmundsbury*  
BOROUGH COUNCIL

<b>Title of Report:</b>	<b>Community Governance Review</b>	
<b>Report No:</b>	<b>DEM/SE/15/003</b> [to be completed by Democratic Services]	
<b>Report to and date/s:</b>	<b>Democratic Renewal Working Party</b>	2 December 2015
	<b>Council</b>	15 December 2015
<b>Portfolio holder:</b>	Not applicable – Electoral matters are not an executive function	
<b>Lead officers:</b>	Fiona Osman Service Manager (Democratic Services and Elections) <b>Tel:</b> 01284 757105 <b>Email:</b> <a href="mailto:fiona.osman@westsuffolk.gov.uk">fiona.osman@westsuffolk.gov.uk</a> Alex Wilson Director <b>Tel:</b> 01284 757695 <b>Email:</b> <a href="mailto:alex.wilson@westsuffolk.gov.uk">alex.wilson@westsuffolk.gov.uk</a>	
<b>Purpose of report:</b>	As recommendation.	
<b>Recommendation:</b>	<p><b>It is <u>RECOMMENDED</u> that the Working Party:</b></p> <p><b>(1) Considers the evidence provided during phase 1 of the Community Governance Review and advises the full Council on 15 December 2015 regarding the final recommendations the Borough Council will make for consultation in phase 2 of the review and/or to the Local Government Boundary Commission for England regarding future reviews of principal council electoral arrangements or boundaries;</b></p> <p><b>(2) Recommends to full Council that the updated provisional timetable for the remainder of the review set out at Paragraph 1.5.1 be approved; and</b></p> <p><b>(3) Advises the full Council on the approach to consultation in phase 2 of the review (including budgetary implications).</b></p>	

<b>Key Decision:</b> <i>(Check the appropriate box and delete all those that do not apply.)</i>	<i>Is this a Key Decision and, if so, under which definition?</i> Yes, it is a Key Decision - <input type="checkbox"/> No, it is not a Key Decision - <input checked="" type="checkbox"/>		
<b>Consultation:</b>	<ul style="list-style-type: none"> <li>Consultation for the review is explained in section 1.3 and appendices A-D of this report</li> </ul>		
<b>Alternative option(s):</b>	<ul style="list-style-type: none"> <li>The Council has already agreed to carry out the review. Not carrying out a CGR at this time would mean that the chance to examine the impact of new growth on parish governance before the construction of new homes was missed. A CGR is also a crucial first stage for any future reviews of the Borough or County Council's governance arrangements.</li> <li>At this stage of the process, the Council is still able to recommend any option for change to parish electoral arrangements, including doing nothing.</li> </ul>		
<b>Implications:</b>			
<i>Are there any new <b>financial</b> implications? If yes, please give details</i>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	This is subject to recommendation 2. There was a £5000 budget provided for the review.	
<i>Are there any new <b>staffing</b> implications? If yes, please give details</i>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>		
<i>Are there any <b>ICT</b> implications? If yes, please give details</i>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>		
<i>Are there any <b>legal and/or policy</b> implications? If yes, please give details</i>	Yes <input checked="" type="checkbox"/> No <input checked="" type="checkbox"/>	<ul style="list-style-type: none"> <li>Council is following the statutory process.</li> </ul>	
<i>Are there any <b>equality</b> implications? If yes, please give details</i>	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	<ul style="list-style-type: none"> <li>The Council has a legal duty to ensure that its recommendations do not undermine community cohesion, and ensure effective local government for all electors in a parish.</li> </ul>	
<b>Risk/opportunity assessment:</b>			
<b>Risk area</b>	<b>Inherent level of risk (before controls)</b>	<b>Controls</b>	<b>Residual risk (after controls)</b>
Matters which local communities want included in the CGR are missed	Medium	Consult on terms of reference prior to adoption	Low
Recommendations for consultation do not reflect community views	Medium	Carry out a phase 1 consultation to gather initial evidence to help shape recommendations	Low
Final decisions do not reflect community views	Medium	Consult on recommendations during phase 2 of the review	Low
Consequential impacts on borough wards and county divisions	Medium	Seek an electoral review by the LGBCE	Low

Review is not completed in 12 months	Low	Timetable review phases in terms of reference	Low
<b>Ward(s) affected:</b>	All Wards		
<b>Background papers:</b> <i>(all background papers are to be published on the website and a link included)</i>	<ul style="list-style-type: none"> <li>• DRWP Report November 2014 <a href="https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?CIId=180&amp;MeetingId=510">https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?CIId=180&amp;MeetingId=510</a></li> <li>• Council Report December 2014 <a href="https://democracy.westsuffolk.gov.uk/documents/s4994/Schedule%20of%20Referrals%20from%20Cabinet%20and%20Democratic%20Renewal%20Working%20Party.pdf">https://democracy.westsuffolk.gov.uk/documents/s4994/Schedule%20of%20Referrals%20from%20Cabinet%20and%20Democratic%20Renewal%20Working%20Party.pdf</a></li> <li>• DRWP Report June 2015 <a href="https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?CIId=180&amp;MIId=3006&amp;Ver=4">https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?CIId=180&amp;MIId=3006&amp;Ver=4</a></li> <li>• Council Report July 2015 <a href="https://democracy.westsuffolk.gov.uk/documents/s8274/COU%20SE%2015%20021%20Appendix%20B%20-%20Terms%20of%20Reference%20for%20Community%20Governance%20Review.pdf">https://democracy.westsuffolk.gov.uk/documents/s8274/COU%20SE%2015%20021%20Appendix%20B%20-%20Terms%20of%20Reference%20for%20Community%20Governance%20Review.pdf</a></li> <li>• CGR terms of reference <a href="http://www.westsuffolk.gov.uk/community/upload/CGRTermsOfReference150806.pdf">http://www.westsuffolk.gov.uk/community/upload/CGRTermsOfReference150806.pdf</a></li> <li>• LGBCE National Guidance for CGRs <a href="https://www.gov.uk/government/publications/community-governance-reviews-guidance">https://www.gov.uk/government/publications/community-governance-reviews-guidance</a></li> <li>• LGBCE National Guidance for Electoral Reviews of Principal Councils <a href="https://www.lgbce.org.uk/_data/assets/pdf_file/0006/10410/technical-guidance-2014.pdf">https://www.lgbce.org.uk/_data/assets/pdf_file/0006/10410/technical-guidance-2014.pdf</a></li> </ul>		
<b>Documents attached:</b>	<ul style="list-style-type: none"> <li>• <b>Appendix A</b> - 'How to' guide for respondents to Phase 1 of the CGR</li> <li>• <b>Appendix B</b> - Summary of consultation approach</li> <li>• <b>Appendix C</b> - Non-issue specific consultation responses from stakeholders</li> <li>• <b>Appendix D</b> - Summary of evidence for CGR issues (Issue 26, then Issues 1-25).</li> </ul>		

## **1. Key issues and reasons for recommendation(s)**

### **1.1 Background**

- 1.1.1 Community governance reviews (CGRs) provide the opportunity for principal councils to review and make changes to community governance within their areas. It can be helpful to undertake community governance reviews in circumstances such as where there have been or will be changes in population, or in reaction to specific or local new issues. Changes can range from the creation of new parishes through to minor boundary adjustments or alteration of the number of parish councillors.
- 1.1.2 The last Borough-wide CGR was carried out in 2010. The Borough Council agreed in December 2014 to carry out a CGR in 2015/16 so that consideration can be given as to whether or not major strategic growth sites arising from Vision 2031 in Haverhill and Bury St Edmunds should lead to changes in the *external* boundaries of those two town councils. In conjunction with this issue, the Council also agreed to carry out a CGR formally proposed by Cllr Beckwith, namely whether or not a new parish should be created for Moreton Hall in Bury St Edmunds. Following consultation with parish and town councils in early 2015, and the May 2015 elections, several other issues for examination through the CGR were included in the final terms of reference, approved by full Council in July 2015 (see background papers).
- 1.1.3 The first phase of the review, initial evidence gathering, took place between September and November, to inform the making of recommendations for consultation during phase 2 in 2016. This report summarises that evidence so that the Working Party can advise full Council on making recommendations.
- 1.1.4 The remainder of this covering report deals with specific issues affecting the Working Party's deliberations at this stage of the process only. Background information to the earlier stages of the process and national guidance is listed in the background papers section at the start of this report.
- 1.1.5 Evidence in relation to each of the 26 issues in the first phase of the CGR is set out in the appendices to this report. Issue 26, which affects all of the other 25 issues, is presented first.

### **1.2 Making (Final) Recommendations for Phase 2 of the CGR**

- 1.2.1 Phase 2, and the final consultation stage, for this CGR is the publication of recommendations, based on the outcome of phase 1. These recommendations must relate to one or more of the following matters:
- (a) the creation, merger, alteration or abolition of parishes;
  - (b) the naming of parishes and the style of new parishes; and/or
  - (c) the electoral arrangements for parishes including:
    - the number of councillors to be elected; and/or
    - the warding (if any) of the parish.
- 1.2.2 There may also be consequential impacts of the CGR on district council, county council and parliamentary electoral arrangements which will need to be considered as part of this review and/or in later separate reviews.
- 1.2.3 A CGR should create the conditions to:

- (a) improve community engagement;
- (b) provide for more cohesive communities;
- (c) provide better local democracy; and
- (d) result in more effective and convenient delivery of local services.

With that in mind, the Borough Council produced a 'how to' guide for respondents in phase 1 of the review to use when preparing their evidence. This is a summary of the national guidance produced by the Local Government Boundary Commission for England. The Working Party should also consider the evidence, and frame any recommendations, using the same guidance. The guide is attached as **Appendix A** to this report.

- 1.2.4 As this CGR relates to issues affecting existing parishes, the legislation for CGRs (the Local Government and Public Involvement in Health Act 2007) requires that the Council must make a final recommendation in respect of each of the issues listed in the terms of reference, even if this is a recommendation not to make a change. The recommendation must be definite i.e. it cannot be a recommendation to do one thing or another. It must be a recommendation to make one of the permitted statutory changes, *or not to make it*. While, in statutory terms, it is the final recommendation (being the final stage of consultation) it is also 'draft' insofar as it is still subject to genuine consultation and can be changed as a result. However, those taking part in the consultation must have a sense of what the Council is minded to do, *based on the review to date*. If new evidence is presented to change that view, then the final decision can be different to the final recommendation.
- 1.2.5 The final recommendations the Council makes in phase 2 should relate back to the issues identified in the terms of reference, since those taking part in phase 1 would have submitted evidence on that basis. Nonetheless, it is worth noting, as a minor point, that there are also two statutory recommendations that the Council must make in relation to every *existing* parish which is the subject of the CGR, namely whether its name will stay the same or not, and whether or not it will continue to have a parish council/meeting (as applicable).
- 1.2.6 It is not advisable for the Council to recommend something that it does not support (i.e. just to generate debate) and, equally, if the Council has no strong evidence that a change is justified/desired it would normally presume to maintain the status quo.
- 1.2.7 Finally, it is worth noting that, while it may still want to consult on recommendations in phase 2, the Council cannot make changes to the district or county boundary (issues 15 and 23).

### 1.3 **Consultation to date**

- 1.3.1 National guidance requires the Council to consult local electors on a CGR but there is no prescribed means of doing so. It should also be stressed that what is being considered in this report is only the outcome of the first of two stages of consultation and not the only opportunity local electors or parish councils will have to comment. This consultation also follows consultation with parishes in early 2015 on the terms of reference for the CGR.
- 1.3.2 The first phase of consultation which ended in November was a less formal

first stage, not technically required by the national guidance, to invite initial submissions of local evidence and to test the appetite for change. This local information is intended to help shape the recommendations the Borough Council will make, and then test by formal consultation in 2016.

- 1.3.3 The aim of the consultation was not to conduct a referendum on proposals, but simply to give people the chance to comment on the various options (including no change) and help shape the Borough Council's final recommendations.
- 1.3.4 The complexity of any consultation for this CGR is compounded by the range of different issues the under consideration, each requiring different approaches:
- (a) The Vision 2031 growth sites relate to future development.
  - (b) Some issues, relating to minor boundary anomalies, only involve a small number of existing properties and two or three parish councils.
  - (c) Other issues, proposed by parish councils or stakeholders, affect the electoral arrangements of a whole parish and all electors in it (i.e. wards, number of councillors, new parishes or grouping of parishes).
  - (d) Some issues relate to external boundaries of the Borough.
- 1.3.5 When the CGR was first considered in late 2014, options for consultation were presented by officers and discussed by councillors. This Working Party and the full Council decided that it would not be necessary to write to every elector or household potentially affected by this CGR, during the first phase of consultation at least. Given the issues under consideration, consulting whole parishes on major changes to their boundaries or electoral arrangements would have involved writing to over 50,000 electors or over 25,000 households, and a budget of between £35,000 and £60,000 would have been required for both consultation stages, depending on whether free return postage was offered.
- 1.3.6 Instead, the Council decided that the best approach would be to enlist the assistance of parish and town councils, residents' associations and other stakeholders in promoting the review through their own communication channels (newsletters, online bulletins, noticeboards, social media, meetings, word of mouth, etc). Those taking part could then respond to the Borough Council online, in writing, by phone or email. This approach was felt to be equitable and proportionate and also, hopefully, would engage parishes and community groups more in promoting the review and debating their own governance arrangements locally, ahead of final consultation in 2016. Particularly in those cases where it was a parish council or a community group itself which had suggested the CGR issue.
- 1.3.7 We know from responses received during phase 1 that parish councils have adopted a variety of approaches to promoting the review, and the Borough Council is grateful for their assistance. Some have held meetings and organised surveys of their own, others have written directly to electors and others have publicised it in newsletters and websites.
- 1.3.8 A summary of the approach the Council has taken to consultation up to and including phase 1 of the review is set out in **Appendix B** to this report.
- 1.3.9 Phase 1 consultation responses are summarised in **Appendix D** to this report, sorted by issue. **Appendix C** sets out the comments made by stakeholders



who did not wish to comment on specific issues.

#### 1.4 **General queries raised during the phase 1 consultation**

1.4.1 This following section of the report addresses some of the general queries which were raised during the consultation, and these points are not repeated in Appendix D.

##### Terminology and Electorate Data

1.4.2 The previous report to this Working Party and the terms of reference for the review both explained that growth sites are described in the CGR consultation documentation using the adopted Vision 2031 title to avoid ambiguity and to allow an audit trail back to the planning policy documents which led to the review. However, it should be stressed that this naming convention does not pre-suppose any view on the outcome of the CGR by the Borough Council.

1.4.2 For simplicity and consistency, a common shading and terminology was also adopted for the phase 1 consultation maps which related to growth sites. In relation to Vision 2031 housing sites, the main intention of the maps was to show the most likely location of new residential properties (and electors) within the overall growth site. The shaded areas referred to as 'green buffer' were intended to show the non-residential areas of the growth site. Normally, these 'buffers' will primarily be landscaped areas or recreational spaces, but may also include infrastructure and community facilities (such as schools or health facilities) on some of the sites.

1.4.3 Consultation maps in phase 1 also provided some basic electorate information. At the next formal stages of the review the guidance requires us to use five year forecasts of electorates (which cannot be provided at this meeting since the new electoral register to be used as the baseline is not published until early December). However, for phase 1, consultees were provided with the current electorates of parishes and, in relation, to growth sites an estimate of the likely electorate in relation to the *total allocation of homes in Vision 2031*. This was done deliberately to help parishes understand the full long-term implications for community identity and effective local governance of the growth sites, so they could reflect this in their submissions. However, it is fully accepted that it will take many years for the electorates to reach the numbers suggested on the consultation maps. Electorate forecasts were based on the average number of electors per property in current electoral registers for the Borough (usually fewer than two).

##### Relationship of the CGR with Vision 2031 and Planning Processes

1.4.4 This CGR was, in part, triggered by the adoption of Vision 2031 as a local plan in 2014, which identified a total of nine residential and employment growth sites around Haverhill and Bury St Edmunds. The national guidance for CGRs indicates that major development on this scale is a reason to carry out a CGR, and the Council agreed at the time of its last CGR in 2010 to look at various parish boundaries when the local plan was adopted.

1.4.5 However, the CGR is not an opportunity to revisit Vision 2031, and nor is it part of any planning process for the growth sites themselves. Specifically, the CGR does not determine the Settlement Boundary for any town or village, which is a separate planning matter determined under the local plan.

- 1.4.6 While the CGR for all nine Vision 2031 growth sites around the two towns is being carried out at the same time (see explanation in para 1.4.9 below), plans for their actual development are at varying stages. Some are further advanced than others, with master-plans under preparation or planning applications received/determined. In these cases, there has been an inevitable overlap between the CGR consultation and planning processes and, understandably, this is reflected in some of the comments received during the consultation. Unfortunately, however, the CGR is not a mechanism capable of resolving some of the planning issues raised (although the comments received will be shared with the planning team). This is because planning and community governance, while obviously connected, are governed by separate and different decision-making frameworks.
- 1.4.7 It is assumed for the purposes of the CGR that, at some point, development is likely to take place at sites identified for growth in Vision 2031, in the general form outlined in that planning policy document, or in subsequently adopted supplementary planning guidance or determined planning applications. Otherwise, the CGR would not be required. However, the CGR has absolutely no bearing on planning matters such as the timing, scale, location and design of the new development, all of which are subject to the normal development control process. Furthermore, the CGR is not a pre-requisite of, or enabler for, that development taking place – the growth sites are already adopted and parish boundaries are not normally a material planning consideration. This is why no change to the current boundaries is one of the options available in the CGR (provided other criteria are met).
- 1.4.8 Instead, this CGR is merely intended to examine whether or not (if and when that development takes place) existing community governance arrangements will need to be adapted to reflect community identity and provide effective parish level local government. For that reason, it is not possible for the Borough Council to use the CGR to examine adopted planning policy, albeit the strong feelings of many local residents on these matters are fully acknowledged, and will be shared with the local planning authority.

#### Why carry out the CGR now?

- 1.4.9 Carrying out the review now ensures that it can be completed and implemented in time for the next parish elections in 2019. A review takes up to a year to complete.
- 1.4.10 Although interim reviews are possible (such as the Borough Council's last review in 2010), a CGR triggered by future development in a local plan often results in changes that last (substantially at least) for 12-16 years; the last such review for the Borough was at the turn of the century.
- 1.4.11 The Borough Council's view in late 2014, when it decided to carry out this CGR, was that it would be good, wherever possible, to resolve questions of parish governance before the majority of any new homes on growth sites were occupied so that the electors and their parish and town councils had certainty going forward.
- 1.4.12 It is, however, understood that some of the growth sites will not be fully developed before the next or subsequent parish elections in 2019 and 2023 respectively. The Working Party will therefore need to take into account in any recommendations whether or not it is actually too early to make changes.

1.4.13 Also, the CGR is a pre-cursor to consequential reviews of borough and county electoral arrangements by the Boundary Commission, which will be needed in the coming years (and hopefully implemented in 2019 and 2021 respectively). Borough wards and county divisions are likely to stay in place for 12-16 years. So, this CGR is also the chance to ensure that parish arrangements are the building blocks of all electoral arrangements. This matter is explained in some detail in the summary of evidence for issue 26 in Appendix D.

1.5 **Next steps**

1.5.1 The recommendations of the Working Party will be referred to full Council on 15 December and, if adopted, work will take place to develop the materials for a phase 2 consultation in the early new year. The proposed updated provisional timetable for the remaining stages of the review is as follows:

Publish and consult upon final recommendations	January to April 2016 <i>(NB consultation not likely to start before February)</i>
Democratic Renewal Working Party considers consultation responses for final recommendations and advises full Council on whether and how to implement them	May/June 2016
Full Council decides on the extent it will give effect to the recommendations, reflecting the outcome of consultation, and resolves to make any Order required to implement them	June/July 2016
Publish decision on final recommendations	By 7 <sup>th</sup> August 2016
Order produced	As soon as practicable after publication of decision on final recommendations

1.5.2 More time may be required to prepare final recommendations and/or consider the results of the phase 2 consultation, so the above timings may be slightly altered. There also remains the option to refer matters to this Working Party or full Council on more occasions. Final recommendations must be published within 12 months of the date of publication of the terms of reference. Therefore, while the timetable above may change as the review progresses, the end date will need to stay the same.

1.5.3 Implementation of any agreed changes will be explained in a formal Order made thereafter. This will set out when and how any new arrangements will come into effect, which will be considered by the Working Party at a later stage of the process.

1.5.4 If the Working Party wishes to retain the approach to consultation it agreed for phase 1, it will not need to seek any additional funding for the review. However, if it wishes to change the consultation approach for phase 2, it will need to ask the officers to prepare costings for reporting to full Council on 15 December.

1.5.5 It remains the officers' advice that any approach to consultation proposed by the Working Party (whatever it is) must be consistently applied. Specifically,

in relation to the review of the existing parish arrangements within Bury St Edmunds (i.e. issue 7), the Council could be open to challenge if it targeted a consultation only at electors on Moreton Hall, since there would be a direct impact of such a parishing on all electors in Bury St Edmunds. All electors of Bury St Edmunds (and of neighbouring parishes if applicable) must have an equal opportunity to take part. However, consultation on a final recommendation can be carried out in such a way that the location of respondents can be understood (without compromising anonymity).

**A guide for CGR consultees – autumn 2015**

*N.B. In this note the term "parish" refers to both parish and town councils.*

This short guide explains what will normally be taken into account by the Borough Council when it considers submissions made about a Community Governance Review (CGR) during the consultation period which will run from September to November. By providing this advice at the outset, we hope that all consultees will be better able to provide us with the local views and information we will need for the review.

This information is prepared using the national guidance which can be found at: <https://www.gov.uk/government/publications/community-governance-reviews-guidance>. That guidance offers far more detail on some of the points below.

This CGR for the Borough will look at issues including:

- the alteration of boundaries and wards of existing parishes;
- the creation of new parishes within an existing parish area (the Borough is already fully parished); and
- changes to the electoral arrangements of parish councils.

At this stage of the review, the Borough Council has no adopted position on any of the issues included in the CGR, each of which must be considered on its individual merits.

The Borough Council will, very broadly speaking, assess issues in the CGR against some or all of the following three criteria (as applicable) using the views of local people to inform their deliberations.

**1. Impact on interests, identities and community cohesion**

Community governance arrangements should reflect the identity and interests of local communities. Electors should be able to identify clearly with the parish in which they are resident as this sense of community lends strength and legitimacy to the parish structure.

There is no right scale for a parish, with huge variation in the Borough, but the general rule is that a parish should be based on an area which reflects community identity and interest and which is of a size which is viable as an administrative unit. Parishes should therefore be natural communities reflecting people's expressed choices, rather than constructed to some model for defining parish sizes.

In terms of geography, it is also desirable for parish boundaries to be readily identifiable if possible. This can be by reference to physical features on the ground, or may follow adopted electoral ward boundaries in the Borough.

Community governance should also help with *community cohesion* i.e. how the different groups that make up communities get on with each other and whether they have a shared sense of what they want for their area. A key contributor to community cohesion is *integration* which is what must happen to enable new residents and existing residents to adjust to one another.

In carrying out the CGR the Borough Council should reject any proposals which it has reason to believe will act against the interests of either the local community or surrounding communities, particularly where the effect would be likely to damage community cohesion. It is also desirable that any new arrangements do not upset historic traditions but do reflect changes that have happened over time, such as population shift or additional development, which may have led to a different community identity.

Therefore, when sharing your views on this CGR you might like to tell us how your proposal will:

- help create distinctive and recognisable communities of interest, with their own sense of identity and a strong 'sense of place';
- reflect patterns of everyday life for those living and working in the affected area;
- build upon what new and existing communities have in common, and serve everyone in those communities;
- encourage a sense of civic values, responsibility and pride;
- generate a common interest in parish affairs and improve participation in elections; and/or
- promote strong and inclusive local community organisations and activities.

## **2. Impact on effective and convenient governance**

An important aspect to the CGR is ensuring that local people have a say in the way their neighbourhoods are managed, with an effective parish level organisation able to do that on their behalf. The convenience and quality of services provided at parish level is also important.

Therefore, when sharing your views on this CGR you might like to tell us how your proposal will:

- help a community to be well run, with effective and inclusive participation, representation and leadership;
- give easy access to good quality local services for new and existing residents;
- improve the capacity of a parish council to deliver better services and to represent the community's interests effectively; and/or
- give users of parish services a democratic voice in the decisions that affect them, as well as a fair share of the costs.

The national guidance is clear that the key issue for the CGR is how best to provide the conditions for effective and convenient local government in the long-term. However, the Borough Council recognises that it is inevitable that parish precepts (the parish council's share of the Council Tax) will influence some consultation responses for the CGR.

The average precept in the Borough in 2015/16 is around £47 a year but they range from under £5 to over £100 (see [https://www.angliarevenues.gov.uk/pdf\\_files/A5\\_SEBC\\_2015v2.pdf](https://www.angliarevenues.gov.uk/pdf_files/A5_SEBC_2015v2.pdf)), depending on the size of a parish and the services it directly provides. The level of a precept is also a democratically-accountable matter for an individual parish

council to decide, and will be influenced by what costs a parish has or wants to meet at a particular time, and the number of households eligible to pay Council Tax. It is therefore really hard to predict what the level of any precept will be in the future, just as it is hard to judge the impact (if any at all) of parish boundaries on matters such as property values or insurance premiums.

### **3. Impact on electoral arrangements**

The main focus of any CGR is often on the boundaries of a new or existing parish. However, the Borough Council will also need to consider the governance of new or altered parishes in the form of their electoral arrangements i.e. the number of councillors and how they are organised and elected. Some of the proposals received from parish councils for this CGR focus entirely on these matters.

The size of a parish council (the number of councillors who are elected to it) varies significantly. The minimum number of parish councillors allowed is five, but there is no upper limit. Details of national research and advice are provided in the national guidance referred to at the start of this document. However, broadly speaking, each area should be considered on its own merits, having regard to its population, geography and the pattern of communities. The Borough Council will therefore pay particular attention to existing levels of representation, the broad pattern of existing council sizes and the take-up of seats at elections in its consideration of this matter. Parishes wishing to increase numbers of councillors must give strong reasons for doing so.

Parishes can also be divided into wards where the number and distribution of local government electors, or other local factors, would make a single election of councillors impractical or inconvenient. The Government's guidance is that the warding of parishes in largely rural areas that are based predominantly on a single centrally-located village may not be justified. Conversely, warding may be appropriate where the parish encompasses a number of villages with separate identities, a village with a large rural hinterland or where, on the edges of towns, there has been some urban overspill into the parish. However, each case should be considered on its merits, and on the quality of the information and evidence provided to the Borough Council during the course of the review.

When considering parish ward boundaries the Borough Council should consider the desirability of fixing boundaries which are, and will remain, easily identifiable, as well as taking into account any local ties. Principles of electoral equality (i.e. that each person's vote should be of equal weight so far as possible) will also be applied in determining the number of councillors to be elected from each ward and the number of electors they represent.

When considering the electoral arrangements for a parish, whether it is warded or not, the Borough Council must also consider any change in the number or distribution of the electors which is likely to occur in the next five years. The most recent electoral register should be used to gain an accurate figure for the existing electorate. Planning assumptions and likely growth within the area, based on planning permissions granted or, where they are in place, local plans should then be used to project an accurate five year electorate forecast. This will ensure that the review does not simply reflect a single moment but takes account of expected population movements in the short- to medium-term.

Information on electorates and forecast changes will be provided by the Borough Council at the start of the consultation period.

The Borough Council will also have regard to the potential for consequential impacts on its own electoral arrangements and those of the County Council in considering parish electoral arrangements.



### Summary of consultation to date on the CGR

As agreed by full Council in December 2014 and July 2015, the approach taken to consultation on the CGR to date has been:

1. Consult parish and town councils and other stakeholders on the terms of reference for the review in the first three months of 2015. At this preliminary stage parishes were advised that the Vision 2031 sites and potential parishing of Moreton Hall were already to be included in the review (to commence in the later summer) but also invited to put forward additional issues for consideration of their own.
2. Following their adoption by full Council, publish the terms of reference for the review in early August.
3. Email directly affected parish and town councils in early August when the terms of reference were published, with a 'how to' guide on how to take part and an explanation of the process to be followed when consultation started in September. This advance warning was given to allow them to programme any meetings they needed before the deadline of 9 November, and to help them plan any local consultation or publicity of their own. They were asked to carry out discussions with neighbouring parishes where appropriate.
4. Send emails and/or letters to affected stakeholders such as parish or town councils, residents' associations, borough and county councillors, neighbouring authorities and partner organisations in mid-September to allow them two months to respond, and with a request for them to promote the review via their own communication networks.
5. Put online questionnaires on the Council's website in early September in relation to the Vision 2031 sites and any issue where all of the electors in a parish were equally affected (13 issues out of 26). It should be stressed that the questionnaire was not intended to provide a referendum, merely to provide a convenient means for people to take part in the phase 1 consultation if they wished (in a structured survey form). Take-up of this means of response did rely upon the publicity the review was given in each affected locality. **Furthermore, it was still possible to respond to the review by other means than the questionnaire – by post, telephone, email, petition, etc.**
6. Send letters, with pre-paid response forms, to any *existing* electors or businesses whose properties were *directly* affected by boundary issues (including those existing properties already within Vision 2031 growth sites). This was around 125 in total.
7. Issue a press release in September.

8. Publicise the review on Facebook and Twitter in September, October and November. The Facebook posts were shared 17 times and reached over 750 people. The various Tweets had over 1600 views.
9. Create special pages on the Council's website to support the review. The main CGR page was created in January 2015 and has been viewed over 300 times by people outside of the Council's own network (i.e. not staff or councillors). Later pages relating specifically to phase 1 have been visited over 270 times since August.
10. Provide information for parish and town councils on the review at the two parish conferences in 2015 (March and October). At the October session, a workshop was held for parishes on how to submit evidence at stage 1 of the review.
11. Meet and correspond with several parish and town councils, at their request, to discuss the review.

## **Appendix C – Stakeholders**

### **Non-issue specific responses received to the CGR in Phase 1**

#### **1. Office of Jo Churchill MP (Bury St Edmunds)**

“In order to input fully, Jo will need to see the draft recommendations once they are available and will look to provide some information at that time.”

#### **2. Police and Crime Commissioner for Suffolk**

“Thank you for informing us about this, Mr Passmore does not have any comments to add regarding the first phase of the review.”

#### **3. Gareth Wilson, T/Chief Constable**

“Thank you for sight of the Terms of Reference. I can confirm I have no comments on the consultation.”

#### **4. Abbeycroft Leisure**

Abbeycroft has indicated it is happy to work with any organisation to examine community facilities for any new housing.

### **Distribution**

In addition to the local stakeholders (electors, businesses, parish, borough and county councils/councillors, MPs), the Council invited other partners and stakeholders to take part in phase 1 of the review, including:

- Relevant parishes and districts in Essex, and Essex County Council
- Forest Heath District Ward Councillor and County Councillor (for Dalham)
- County Council CYP Service (for education)
- Hardwick Middle School
- Residents’ and Community Associations
- Police and P&CC
- Clinical Commissioning Group
- Business Groups
- Suffolk County Council (locality team)
- SALC
- Community Action Suffolk
- Havebury
- Abbeycroft
- RAF Station Commander

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### Index of Issues: Areas or Properties under Review

Issue No	Area or Properties Under Review
26	The whole Borough (consequential impact of CGR)
1	Vision 2031 Strategic Site "North-West Bury St Edmunds"
2	Vision 2031 Strategic Site "West Bury St Edmunds"
3	Vision 2031 Strategic Site "North-East Bury St Edmunds"
4	Vision 2031 Strategic Site "Moreton Hall"
5	Vision 2031 Strategic Site "South-East Bury St Edmunds"
6	Vision 2031 Strategic Site "Suffolk Business Park"
7	Moreton Hall area of Bury St Edmunds
8	29 Primack Road, 67, 87, 89, 91, 93 and 95 Mortimer Road
9	71, 73 and 75 Home Farm Lane
10	School Bungalow, Hardwick Middle School, Mayfield Road
11	136 Newmarket Road
12	Vision 2031 Strategic Site "North-West Haverhill"
13	Vision 2031 Strategic Site "North-East Haverhill"
14	Vision 2031 Strategic Site "Hanchett End" (Haverhill Research Park)
15	County boundary between Suffolk and Essex adjacent to Haverhill
16	Hermitage Farmhouse, Snow Hill, Clare (CO10 8QE)
17	Oak Lodge, Mill Road, Hengrave (IP28 6LP)
18	Lodge Farmhouse, Lodge Farm, Seven Hills, Ingham (IP31 1PT)
19	Elm Farm and associated cottages, Assington Green, Stansfield (CO10 8LY)
20	Area between Fornham Lock Bridge and the Sheepwash Bridge, adjacent to the sewage works entrance, Fornham St Martin.
21	RAF Honington
22	Weathercock House, New Common Road, Market Weston (IP22 2PG)
23	Properties on Dunstall Green Road between Ousden and Dalham
24	Stansfield Parish Council
25	Great and Little Thurlow

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## **Issue 26: Consequential reviews – borough and county electoral arrangements**

### **1. Impact of the CGR on the Borough and County Councils**

- 1.1. The Local Government Boundary Commission for England (LGBCE or “Commission”) believes that a misalignment of electoral boundaries for county, district and parish elections is both confusing for electors and an impediment to effective and convenient local government.
- 1.2. The CGR is therefore an important building block for consequential electoral reviews of other tiers of local government, which are carried out by the Commission. Its guidance can be found at <https://www.lgbce.org.uk/policy-and-publications/guidance>.
- 1.3. It should, however, be stressed that changes to parish arrangements under a CGR should not be driven by the impact on borough wards or county divisions; the criteria for the CGR should take precedence, and any changes to wards or divisions be consequential.
- 1.4. As part of a CGR, and to ensure coterminosity, the Borough Council can, however, also consider whether to request the LGBCE to make changes to the boundaries of borough wards or county divisions to reflect the changes made at parish level. In two tier areas, district councils are advised to seek the views of the county council in relation to any consequential alterations to division boundaries.
- 1.5. To provide this option if needed, issue 26 in the terms of reference for this CGR was therefore:

*“Consequential impacts and changes to Parish and Borough Council wards and County Council divisions representing the Borough associated with any proposed changes to parish boundaries or wards arising from the CGR. Changes may be in the form of ward/division boundaries and numbers of councillors.”*
- 1.6. It will be for the LGBCE to decide, following the receipt of proposals, if a related alteration should be made to borough or county arrangements, and when it should be implemented. No order will be made by the LGBCE until the CGR is completed and sufficient time should be given to the Commission to consider proposals in advance of scheduled elections.
- 1.7. Rather than make related alterations arising from a CGR that would create anomalies or have a disproportionate impact on electoral equality, the LGBCE may decide to programme an electoral review of the whole principal council area instead. An electoral review may also be triggered automatically if more than 30% of a council’s wards/divisions have an electoral imbalance of more than 10% from the average ratio for that authority (or one ward/division has an imbalance of over 30%).
- 1.8. Alternatively, the Borough and County Councils could request the LGBCE to carry out an electoral review for their whole area, irrespective of the CGR.

The most common reasons for undertaking an electoral review of a principal council are where significant change in population, localised increases from major housing developments or the movement of people into, out of, or within the local authority area, have resulted in poor levels of electoral equality (the concept whereby votes across the whole council area have an equal weight in terms of the number of electors represented by each councillor).

- 1.9. The last such review for the Borough Council took place 15 years ago, at which time a new warding scheme was put in place to achieve electoral equality. Since that time, however, imbalances between wards have started to develop as the Borough's population has grown. The electoral register as at November 2015 shows that there are now seven Borough wards (all single member) with an imbalance in electoral equality of over 10% (23% of wards, or 16% of councillors). Two of these variances are around 20%, with a range in average ward size of 1450 to 2184 electors, and they are not localised in one part of the Borough. Imbalances of over 10% have increased by two wards since 2011 and, as this CGR illustrates, the imbalances are likely to grow in the coming years, as major growth is focused on the Vision 2031 sites being examined in this review, and other locations in the Borough.
- 1.10. The Borough Council could therefore make a very strong case to the LGBCE that it should carry out an electoral review of the whole Borough prior to the 2019 elections, to reflect not only the consequential impact of this CGR on borough wards but also current and future imbalances in electoral equality (which will occur regardless of the CGR). The County Council could make a similar case in relation to a review before its 2021 elections, although this would be a county-wide decision.
- 1.11. Ultimately it will be for the Commission to decide whether it will carry out an electoral review, but it is recommended to the Working Party that it consider whether the Council should make such a request in the near future. An electoral review by the Commission would take around 18 months to complete and, since the Commission would not start it until after the CGR had been concluded, it would not be likely to start before their 2017/18 work programme. The sooner the Council makes its application, the better the chance of a review being completed before the 2019 Borough Council elections.
- 1.12. If the Council is not successful in its application for a whole Borough electoral review, it will know by spring/summer 2016. Therefore, it could still consider making a request for consequential changes to ward/divisions as part of this CGR at the final stage of the process, so that these could be reflected in the 2019 parish and borough elections.
- 1.13. The proposed course of action above has some bearing on this CGR which is explained in the next two sections.



## **2. Impact of Borough Wards and County Divisions on decisions taken in this CGR**

- 2.1. The first stage of any electoral review of a principal council will be to set the size of the council i.e. number of councillors. The Council will be able to make its own submission, as will individual councillors and other stakeholders, but this will be a decision for the Commission. It will look at population changes, the governance arrangements of the Council, the size of similar authorities, etc. Until this number is known, it will be impossible to know what the target number of electors per councillor/ward will be in the electoral review, and how that would play into a new map of ward boundaries.
- 2.2. Consequently, there would be little point in trying to further examine borough wards and county divisions at this stage of the CGR, knowing that the LGBCE might carry out an electoral review before the 2019 elections.
- 2.3. It would also be inappropriate to use current or future borough wards or county divisions as a factor in making recommendations through the CGR regarding what constitutes effective community governance at parish level.

## **3. Treatment of Parish Wards in this CGR**

- 3.1. The Commission itself has limited powers in relation to parish councils. It can neither create nor abolish a parish council. Nor can it change the boundary of an existing parish, which is a matter for the Borough Council through a CGR. However, it should also be noted that, in their subsequent electoral review of the Borough or County Councils, the Commission could make further changes or recommend changes to parish electoral arrangements.
- 3.2. The Commission can make recommendations about the electoral arrangements of any parish council that might be directly affected by new district ward or county division boundaries. As well as changing the size of councils (i.e. number of parish councillors), this power primarily relates to creating new parish wards or changing existing parish wards to ensure that:
  - every ward of a parish lies wholly within a single electoral division of the relevant county council, and a single ward of the relevant district council; and
  - every parish which is not divided into parish wards lies wholly within a single electoral division of the county council and a single ward of the district council.
- 3.3. This means that parishes can be split between district wards or county divisions and, by implication, it also means the Commission can create new parish wards to achieve electoral equality in district and county councils. This is what happened in the last electoral review for St Edmundsbury, when the parish of Honington was split between RAF Station and Honington Village wards, and the two were put in different borough wards and county divisions. This was required because no rural warding scheme could be

found to achieve the required electoral equality. Achieving electoral equality takes precedence over other considerations in electoral reviews for districts and counties.

- 3.4. Given the power of the LGBCE to alter or create parish wards to ensure electoral equality for a principal council, and the likelihood of this taking place before 2019, there is, again, a justification for not spending too long at this stage of the CGR examining parish wards. Focusing on the external boundaries of parishes, and putting forward a 'least change' model for parish wards might be the best approach. This would allow parish and town council wards to be examined properly at the same time as borough wards, as part of a principal council electoral review.
- 3.5. The following approach for this stage of the CGR is therefore suggested:
  - (a) the Working Party consider whether the Council should make a request for a full electoral review of the electoral arrangements for St Edmundsbury Borough Council.
  - (b) subject to the outcome of issue 7, the ward boundaries (and number of councillors) of Bury St Edmunds and Haverhill Town Councils be left unchanged within their existing boundaries, pending any electoral review of the Borough Council;
  - (c) if the CGR results in the extension of either of the towns' boundaries then the new area(s) be added, on an interim basis, to an existing adjacent town council ward, with no increase in the number of town councillors. This will result in a temporary electoral imbalance, but this imbalance can also be corrected by the subsequent electoral review before any scheduled elections;
  - (d) ward boundaries and other electoral arrangements for any other parishes (existing or new) be fully considered as part of this CGR, but it be explained to the parishes involved that these may be subject to later change by the LGBCE if they need to ensure electoral equality for, and coterminosity with, their own scheme for borough wards or county divisions.

Implicit in the above approach would be a need to make it clear in any final recommendations for phase 2 of the CGR that the Borough Council would, as a fall-back, seek the appropriate consequential changes to existing borough wards and county divisions if, for any reason, the LGBCE could not carry out full electoral reviews before 2019 or 2021 respectively. This would keep electoral arrangements across all three tiers in step.

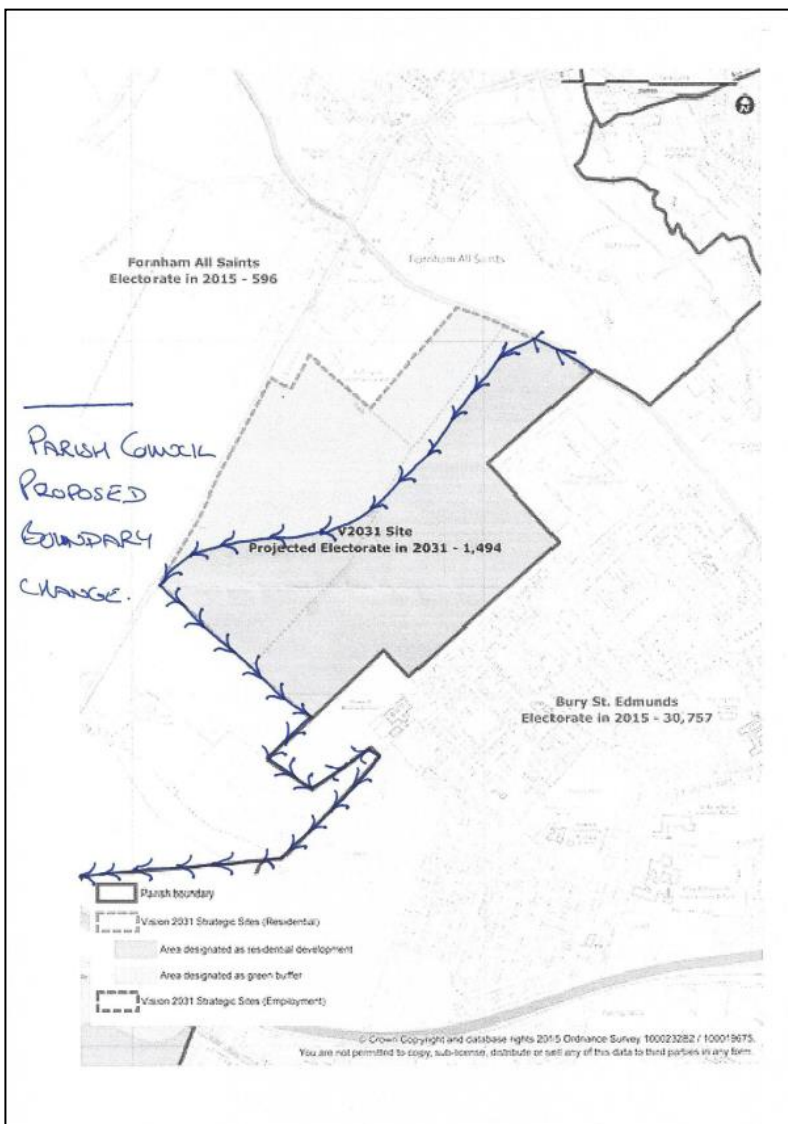
<b>Issue No.</b>	<b>1. Vision 2031 Strategic Site "North-West Bury St Edmunds"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Fornham All Saints
<b>Borough Wards</b>	Fornham St Olaves Northgate
<b>County Divisions</b>	Thingoe North Tower
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Fornham All Saints Parish was 596. Bury St Edmunds Parish's electorate was 30,757. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 1494 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site is included in Bury St Edmunds Parish it could be <i>temporarily</i> added to one of the existing town council wards (St Olaves or Northgate). A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p> <p>(b) If the growth site remains in Fornham All Saints, a new parish ward could be created, with electoral arrangements based on five year electorate forecasts; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>
<b>Analysis</b>	All parties who have responded in phase 1 (see below) support the alteration of Fornham All Saints Parish to exclude the growth site, with some consensus that it should become part of Bury St Edmunds Parish. There is not complete consensus on where a new boundary for Fornham All Saints should lie.

## Summary of comments received during Phase 1

### A. Response of Fornham All Saints Parish Council

Whilst there has been informal discussion amongst Fornham All Saints Parish Councillors on this issue in the past, the Parish Council called an additional Parish Council Meeting to discuss the CGR on 3 November 2015. The Parish Council has not held discussions with any adjoining parishes about whether they would wish to accept these properties once they are built.

The Parish Council looked at the impact the addition of a potential 1494 electors will have on the Parish in terms of impact on interest, identities and community cohesion. It has concluded that its boundary should be changed to: continue along the south side of the A1101 (Bury-Mildenhall Road) to where the link road commences; then to follow the centre line of the new link road which is being proposed for the new development up to the point at which the road meets Tut Hill; and then to return across the field to the East of the Golf Course and to the follow the original boundary line. This is shown on the map below:



This proposal is supported by the Parish Council for the following reasons:

- The parish would be based on an area which reflects the community identity and interest and which is of a viable size as an administrative unit.
- The parish would help create a distinctive and recognisable boundary by retaining the Open Space feel of the surrounding area of the parish thereby providing the community with a strong 'sense of place' and identity
- The Parish Council proposed boundary would continue to reflect the common historic traditions of Fornham All Saints as a rural community with a link to the nearby Market Town of Bury St Edmunds
- The Parish Council proposed boundary would ensure that the community of Fornham All Saints would continue to have

access to a parish council which represents the community's interests effectively and thereby gives users of parish services a democratic voice in the decisions that affect them.

## **B. Response of Bury St Edmunds Town Council**

The Town Council believes that the housing growth site is a natural extension of the existing housing and the Bury St Edmunds parish boundary should be moved to incorporate the housing and green buffer. This would ensure community cohesion and the non-separation of neighbours and enable the electorate to be an integrated community and to have a shared identity and sense of place, i.e. that they live in Bury St Edmunds. Not to do so would rob Fornham All Saints village residents and electors of their identity as they would be subsumed and dominated by this new development over time.

Incorporating the site and the new electors into the parish of Bury St Edmunds will ensure that community governance arrangements continue to reflect local identities and facilitate effective and convenient local government. It avoids the situation whereby residents on either side of a parish boundary use the same facilities and have the same benefits provided, but only those in one parish pay for them; which potentially gives a sense of unfairness and injustice for those who pay the precept. It is likely that new electors would feel part of Bury St Edmunds and would not use any Fornham All Saints facilities. Also, residents who are not able to vote in the Town Council elections or join the Town Council which controls those facilities may feel that this undermines democracy and good governance.

In support of their submission, the Town Council also comment:

- While the whole site is in Fornham All Saints (FAS), it is attached to existing Bury St Edmunds (BSE) properties in St Olaves and Northgate wards (including those moved out of FAS into BSE in CGR 2010).
- There is a significant green buffer separating the site from FAS.
- FAS electorate 596: 333 households. 950 new homes planned.
- In Appendix 6 of the Vision 2031 document:-

### **"Para 1.3**

*Policy CS11 of the Core Strategy identifies the area to the north west of the Town for development that:*

- *Maintains the identity and segregation of Fornham All Saints*
- *Provides new high quality strategic open space and recreation facilities between the development and Fornham All Saints.*

### **Para 1.5**

*Careful regard has been paid especially to:*

- a. achieving integration of the development into existing residential areas on Mildenhall Road / Howard estate;*
- b. determining the nature of the buffer between the development area and Fornham All Saints village.*

### **Para 1.16**

*The setting and identity of the village of Fornham All Saints needs to be protected to avoid coalescence with the town. This can be provided through the creation of an effective green buffer, although the nature of that buffer will require careful treatment to ensure a balance between protecting the identity and integrity of the village and establishing a new neighbourhood for the town.*

### **Para 1.19**

*The vision for the growth area is to deliver a fully integrated new community with a strong sense of local identity, a vibrant local centre, an environment that encourages a healthy lifestyle and a sensitive urban edge that respects the setting of Fornham All Saints and the existing adjoining neighbourhoods."*



### C. Cllr Diane Hind (Northgate Ward)

Town council boundary should be moved outwards so any new properties are in the Bury St Edmunds parish (i.e. form part of Bury St Edmunds Town Council). Reasons given:

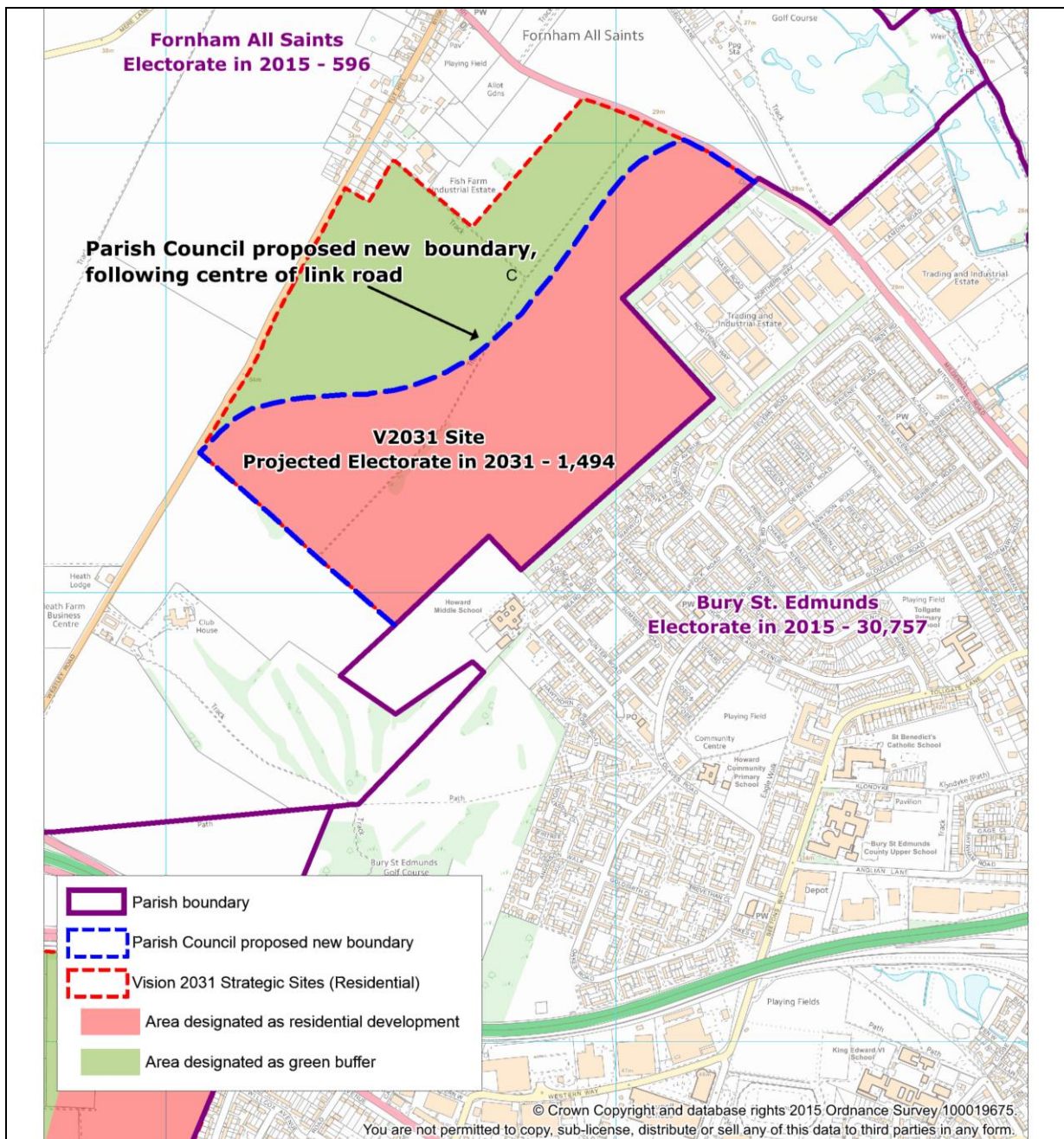
- Create a strong sense of community identity
- Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.
- Give easy access to good quality local services for new and existing residents.

### D. Cllr David Nettleton (Risbygate Ward and Tower Division)

Include within Bury St Edmunds. Reason: Not big enough of a development to form an urban parish, electing a councillor; contradicts the 'buffer zone' strategy to separate the site from Fornham All Saints; children will have Howard Primary in Beard Road as their catchment school.

### Map

The Map below shows a proposed new boundary based on the Parish Council's proposal. This uses (in part) the strong natural boundary offered by the new link road. The alternative would be the Town Council's suggestion of using the whole Vision 2031 site including the green buffer.





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<b>Issue No.</b>	<b>2. Vision 2031 Strategic Site "West Bury St Edmunds"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Westley
<b>Borough Wards</b>	Barrow Minden
<b>County Divisions</b>	Thingoe South Tower
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Westley Parish was 163. Bury St Edmunds Parish's electorate was 30,757. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 747 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site is included in Bury St Edmunds Parish it could be <i>temporarily</i> added to the existing town council ward (Minden). A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p> <p>(b) If the growth site remains in Westley, a new parish ward could be created, with electoral arrangements based on five year electorate forecasts; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>
<b>Analysis</b>	<p><i>This issue needs to be read in conjunction with Issue 11 (136 Newmarket Road).</i></p> <p>There is a view from the phase 1 consultation that Bury St Edmunds Parish should include the new development when it is delivered. At present, only a concept statement has been approved so it is very unlikely that any electors would be living on the growth site before the next parish elections in 2019. However, residential development could still reasonably be anticipated to start in the next 5-10 years, which could be relevant in terms of any consequential reviews of borough wards and county divisions (and ensuring that the parish 'building blocks' for those wards/divisions is correct).</p>

## Summary of comments received during Phase 1

### A. Response of Westley Parish Council

The Parish Council has not responded to the consultation.

### B. Response of Bury St Edmunds Town Council

The Town Council believes that the growth area and green buffer should be incorporated into the parish of Bury St Edmunds for the same reasons as set out in full for the North West Bury St Edmunds growth site re community cohesion, integration, identity etc. If it was left in the parish of Westley it would rob Westley village residents and electors of their identity and the housing development would subsume and change the character of Westley. The new electorate would naturally feel part of Bury and it is doubtful that new residents would have reason to use any Westley village facilities.

In support of their submission, the Town Council also comment:

- While the whole site is in Westley, it is attached to existing Bury St Edmunds properties and adjoins the Minden Ward.
- There is a significant green buffer separating the site from Westley.
- Westley electorate 163: 80 households. 450 new homes planned.
- In Appendix 8 of the Vision 2031 document:-

#### **"Para 1.3**

*Policy CS11 of the Core Strategy identifies the area to the west of the Town for development that:*

- *Maintains the identity and segregation of Westley*
- *Provides new high quality public open space and recreation facilities between the development and Westley*

#### **Para 1.5**

*The Core Strategy neither defined the boundary, nor the extent of the site, which has been achieved in the preparation of this Concept Statement and the draft Bury St Edmunds Vision 2031 local plan document. In doing so, careful regard has been paid especially to:*

- a) ensuring the segregation and distinctiveness of Westley is maintained as a result of the development;*
- b) ensuring that the buffer between the development and Westley is attractive and effective;*
- c) links to the Westley estate to enable support of existing facilities;*
- d) integration of Westley middle school site and any future uses;*

#### **Para 1.15**

*The site has a continuous open boundary with the urban edge of Bury St Edmunds which should assist in integrating development. However, much of this boundary is formed by the rear gardens of houses fronting Oliver Road and opportunities for access to permeate between the two areas is limited. New connections will be required for footpath and cycle access, but not for vehicular access. An existing footpath and part cycleway adjacent to Westley Middle school has potential for upgrading to a full footpath/cycleway.*

#### **Para 1.16**

*The eastern part of the site is within 400 metres of existing community facilities located at Oliver and Ridley Road.*

#### **Para 1.17**

*The setting and identity of the village of Westley must be protected to avoid coalescence with the town. This can be achieved through the creation of an effective green buffer.*

#### **Para 1.21**

*The vision for the growth area is to deliver a sustainable and vibrant new community, set within an attractive environment with a sensitive urban edge which respects the adjoining neighbourhoods and the identity and setting of Westley village.*

#### **Para 1.22**

*It will provide a modern, high quality, sustainable, energy efficient development which*

*integrates with the existing development to the east and provides an attractive urban edge to Bury St Edmunds."*

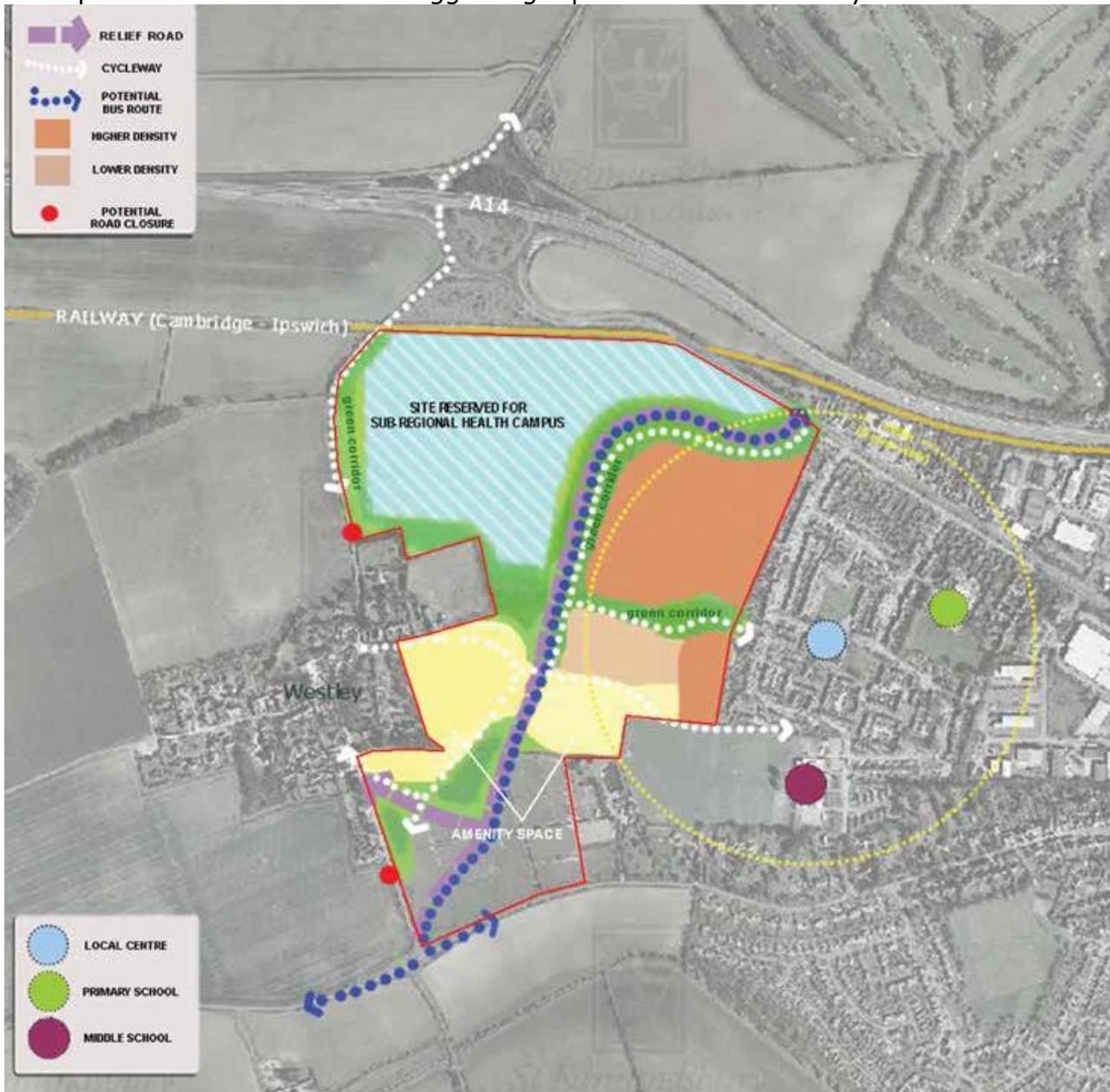
### C. Cllr David Nettleton (Risbygate Ward and Tower Division)

Include within Bury St Edmunds.

Reasons: Not big enough of a development to form an urban parish, electing a councillor: contradicts the buffer zone strategy to separate the site from Westley parish: children will have Sexton's Manor Primary in Greene Road as their catchment school

#### Map

If a revision of the existing parishes is supported, it may be helpful to consider the 2013 concept statement in terms of suggesting a possible new boundary:



Many options (including no change) are available. However, two possible options for discussion could be as follows:

1. **Change the boundary to encapsulate only the residential development site and issue 11 (136 Newmarket Road)**

This 'least change' revision avoids a 'spur' being created to incorporate 136 Newmarket Road into Bury St Edmunds by using the strong natural boundary of the

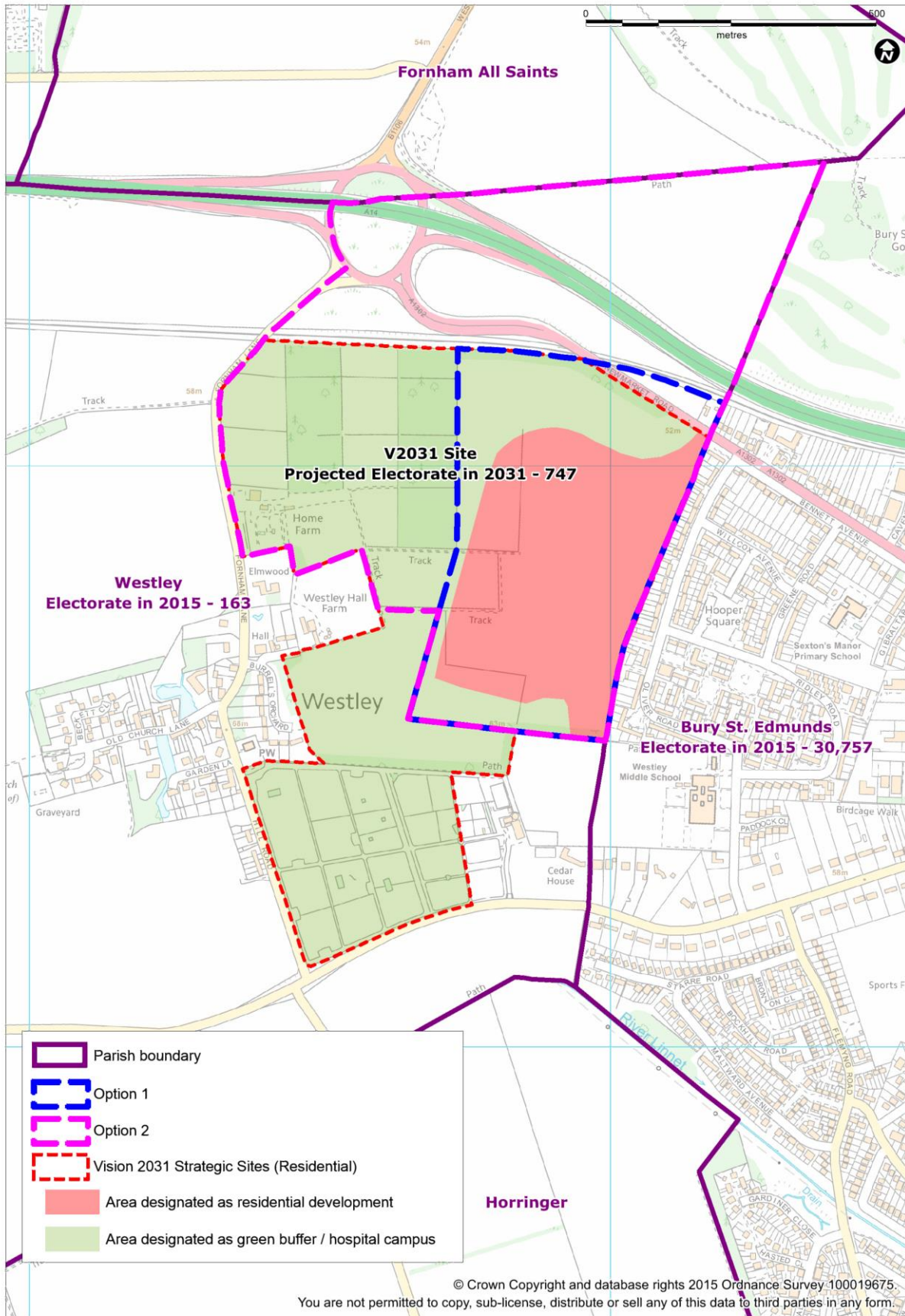
railway line. It uses existing field boundaries where possible, but also reflects the likely line of the relief road to its southern edge. It may require adjustment at a future CGR when new natural boundaries from any new development are fully evident. This option reflects the fact that the future use of the site reserved for the 'health campus' is not yet known.

2. **Change the boundary to encapsulate both the residential development site and the proposed health campus**

This 'catch-all' option revision would largely make use of existing natural boundaries (existing parish boundary, road lines, tracks and field lines), but would also reflect the likely line of the new relief road in the south-west corner. A subsequent CGR could adjust the parish boundary if needed to reflect the actual line of the relief road.

Both options are shown on the map overleaf.





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<b>Issue No.</b>	<b>3. Vision 2031 Strategic Site "North-East Bury St Edmunds"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Great Barton
<b>Borough Wards</b>	Great Barton Moreton Hall
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe North
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use.</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Great Barton Parish was 1754. Bury St Edmunds Parish's electorate was 30,757. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 2075 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site remains in Great Barton, a new parish ward could be created, with electoral arrangements based on five year electorate forecasts and revised in subsequent CGRs;</p> <p>(b) If the growth site is included in Bury St Edmunds Parish it could be <i>temporarily</i> added to one of the existing town council wards (Moreton Hall or Eastgate). A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>
<b>Analysis</b>	<p>There is no consensus from the consultation, with the parish and town council both feeling they are best placed to serve the new residents. However, it is worth noting that existing electors from Cattishall adjoining the growth site did not wish to be part of Bury St Edmunds.</p> <p>The Working Party will need to consider the evidence received to date and determine, for further consultation purposes, which of the above options is most likely to reflect community identity and provide the conditions for effective local government.</p>

## Summary of comments received during Phase 1

### A. Response of Great Barton Parish Council

"This development was openly discussed at an extended Parish Council meeting. Residents had been informed through Parish notice boards and electronic communications that there would be the opportunity to express opinions on the above development.

At the October meeting the Parish Council of Great Barton, with reference to received correspondence and after an in depth discussion, concluded:-

The challenges this development north of the railway line needs to address, not least integration into the local community, have been recognised through many statements from higher authority Councils. Even the Developer has recognised this development will require to seek its own identity.

With these stated facts the Parish Council concluded:-

- a. The identity of this development would be best initiated and developed through a like-minded rural community. This will provide the new community, over time, a better and more effective representation when associated with an equal sized rural community.
- b. The links between the Developer and Great Barton Parish Council have already been established which can benefit this community, and will consequently facilitate a faster and more fulfilling integration into the borough of St Edmundsbury.
- c. Great Barton Parish Council with the NE area will have many common areas to be developed in the Borough (transport, amenity facilities, health services etc) and these can be resolved more productively in union.
- d. Therefore Great Barton seeks to establish a community ward for the NE development within the parish of Great Barton. This will build on links already underway, provides the new development a feeling of belonging and develops sooner a sense of well-being. Great Barton Parish is willing to undertake this challenge and responsibility to provide sound and effective governance."

Informal clarifications to the Parish Council's submission offer the following information:

- 1) Great Barton does not believe the green buffer between the new homes and the village will be a barrier. The Neighbourhood Plan (NP) (will be registered very shortly) will cover the whole of the parish to ensure specifics are identified and the outcomes from the consultation within the village and from other internal and external stakeholders are recognised and communicated. This will make for more effective communities and sooner. We already have distinct communities at East Barton and Cattishall and at the outset this area will be represented in the same manner.
- 2) Berkeley Homes and SEBC have recognised the main barrier is the railway line and there can be no merit in adopting an island approach to this development. They will be an important growing area within the village and it is prudent to act responsibly. The approach within the NP will be to treat this area as part of the village. Even if at a subsequent CGR (10-15 years) there is a different direction from those residents they will have been catered for better through equal pairing with Great Barton.
- 3) Being part of Great Barton and structuring the governance this time will allow this



area to have a significant voice. This is the best way to address a new community and then that community can decide its own future as it matures.

- 4) As the new area within the village grows there will be the necessary and desired requirement to ensure electoral balance. This is the right and appropriate approach for integration into the immediate community and to the rest of West Suffolk.
- 5) In terms of creating the conditions for effective local government, firstly, it is the appropriate electoral equality that is uppermost to ensure effective integration into the community. On the specifics of precept this would need to be democratically addressed to embrace the aims of integration. Not to do so would be against the ethos which the Parish Council has tried to outline.

## **B. Response of Bury St Edmunds Town Council**

The Town Council considers that the growth area and green buffer should be incorporated into the parish of Bury St Edmunds for the same reasons as set out in full for the North West Bury St Edmunds growth site re community cohesion, integration, identity etc. If it was left in the parish of Gt Barton it would rob Gt Barton village residents and electors of their identity and the housing development would subsume and change the character of Gt Barton. The new electorate would naturally feel part of Bury and it is doubtful that new residents would have reason to use any Gt Barton village facilities.

In support of is statement, the Town Council also comments:

- The site is wholly within the parish of Great Barton but separated from BSE by railway line and a green buffer separating the site from Great Barton.
- Great Barton electorate 1,754: 912 households. 750 new homes planned.
- It will be adjacent to the Moreton Hall ward of BSETC.
- Appendix 9 Vision 2031 document states:

### **"Para 1.3**

Policy CS11 of the St Edmundsbury Core Strategy identifies the area to the north-east of Bury St Edmunds for development that:

- maintains the identity and segregation of Great Barton and creates a new, high quality entrance to Bury St Edmunds; Careful regard has been paid especially to:
  - a. preventing coalescence of development with Great Barton;
  - b. improving linkages to Moreton Hall and rest of the town;

### **Para 1.16**

The physical separation created by the railway offers opportunities for the development to create its own independent character and identity.

### **Para 1.17**

The setting and identity of the village of Great Barton and the hamlet of Cattishall need to be protected to avoid coalescence with the town. This can be provided through the creation of effective green buffers, although the nature of those buffers will require careful treatment to ensure a balance between protecting the identity and integrity of the village and hamlet and establishing a new neighbourhood for the town. "

## **C. Existing Electors (Cattishall)**

Two local electors from Cattishall used the online questionnaire to respond:

- (a) The first favoured no change to the current parish/town council boundaries i.e. the

new properties will be in Great Barton Parish for the reasons that this would:

1. Create a strong sense of community identity
2. Give easy access to good quality local services for new and existing residents;
3. Improve the capacity of the parish council to deliver better services and to represent the community's interests effectively

(b) The second favoured the creation of an entirely new parish council to represent this specific area on the basis this would improve the capacity of such a parish council to deliver better services and to represent the community's interests effectively.

**D. Councillor Sarah Broughton (Great Barton Ward)**

I am in full agreement with the Parish Council's recommendations with regards to the review of Governance. The Parish Council has consulted the residents with having the matter on its agenda at the October meeting and you have written to the residents to the south of the railway line. I have not had any comments from residents with concerns or questions. I therefore support the Parish Council's recommendations.

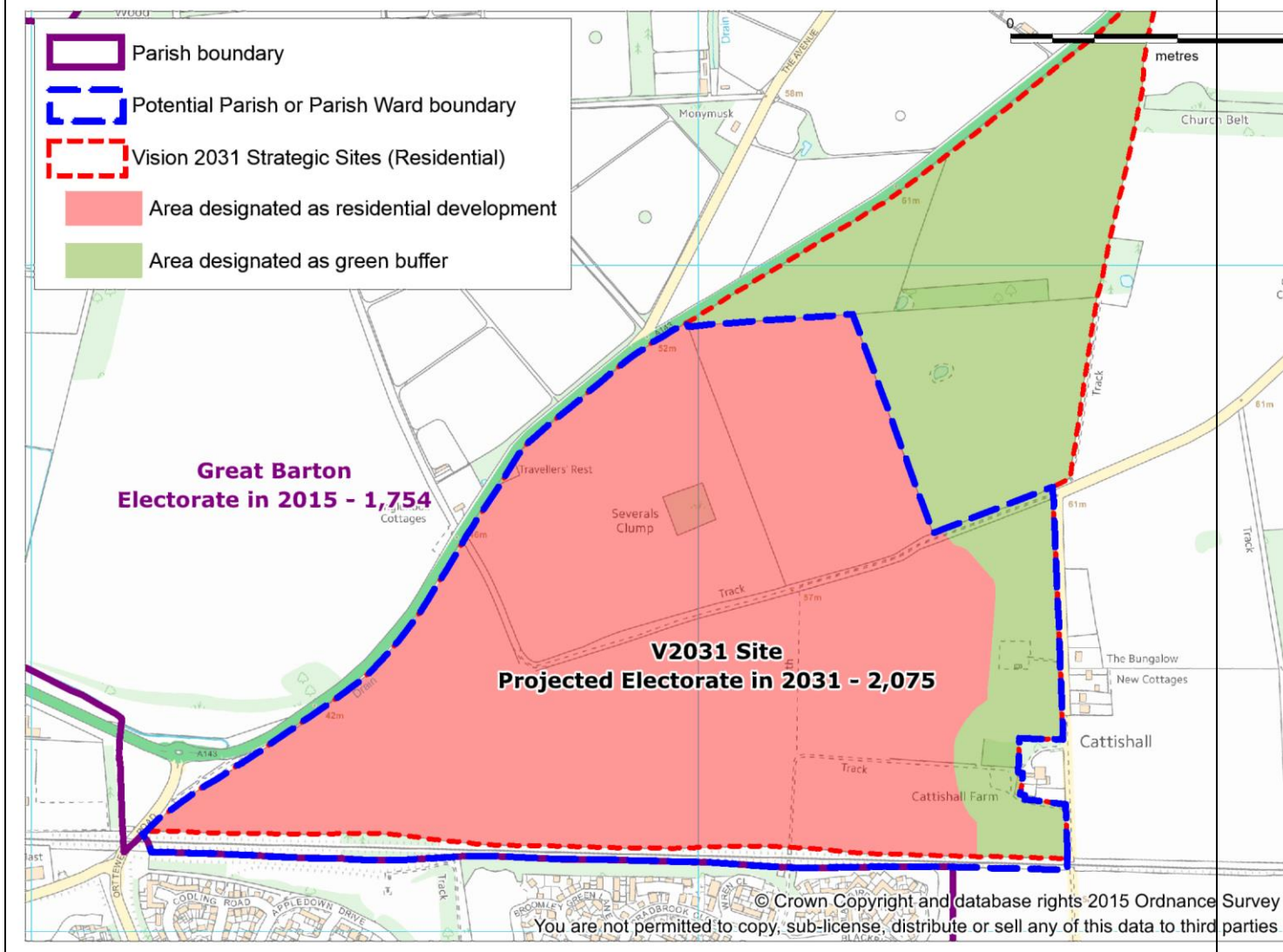
**E. Councillor David Nettleton (Risbygate Ward and Tower Division)**

Include within Bury St Edmunds. Reason: Will look like an urban rather than a rural development and is some distance from Great Barton. A footbridge over the railway line will link to the northern part of Moreton Hall and a Halt may become viable in the future.

**Map Overleaf**

The map below shows one suggestion for how the views of the Cattishall residents can be taken into account within a boundary which reflects the strong natural boundaries of the railway line, existing roads and field lines. Such a parish boundary would have no bearing on the planning status of the green buffer around Cattishall. However, if this was a concern, then the only option would be to use the 'internal' line of green buffer instead, which may require later adjustment in a future CGR when a clearer natural boundary emerges.

It is worth noting that this suggestion would work for either the proposal of the Parish Council, the Town Council or the creation of a new parish.



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<b>Issue No.</b>	<b>4. Vision 2031 Strategic Site "Moreton Hall"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Great Barton Rushbrooke with Rougham
<b>Borough Wards</b>	Great Barton Moreton Hall Rougham
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe North Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (including Moreton Hall Residents' and Community Associations)</li> <li>• Letters to existing electors within the growth site</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorates of Great Barton and Rushbrooke with Rougham Parishes were 1754 and 951 respectively. Bury St Edmunds Parish's electorate was 30,757. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 830 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site is contained within one or both of the rural parishes, a new parish ward could be created, with electoral arrangements based on five year electorate forecasts. Rushbrooke with Rougham Parish Council has also asked for the creation of three other wards within its Parish as part of such a change, which would need to be identified for consultation purposes in phase 2 if there is a desire to implement them as part of this CGR;</p> <p>(b) If the growth site is included in Bury St Edmunds Parish it could be <i>temporarily</i> added to the existing town council ward of Moreton Hall. A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>

<b>Analysis</b>	<p><i>This issue should be read in conjunction with issues 6, 7 and 8.</i></p> <p>There is no general consensus in respect of the community governance for the residential growth area (see issue 6 for Suffolk Business Park).</p> <p>With support from electors following local consultation, the two affected parish councils favour <u>all</u> of the new homes being in Rushbrooke with Rougham Parish, a view also supported by borough and county councillors for those rural wards/divisions, and a number of other stakeholders. There is also strong support for Lady Miriam Way being the new parish boundary.</p> <p>The Town Council, and some local electors, have supported the inclusion of the residential growth site in Bury St Edmunds Parish.</p> <p>The County Councillor and some local electors from Moreton Hall have expressed support for the creation of a new parish council for Moreton Hall, which would include the new homes.</p> <p>The Working Party will need to consider the evidence received to date and determine, for further consultation purposes, which of the above options is most likely to reflect community identity and provide the conditions for effective local government.</p>
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## **Summary of comments received during Phase 1**

### **A. Response of Rushbrooke with Rougham Parish Council**

Rushbrooke with Rougham Parish Council has produced a detailed submission in relation to this issue, with lots of background information. This document is extensively summarised in this report but is also available for councillors to read in full on the Members' News section of the Council's intranet (excluding returned survey forms).

The Parish Council's submission was also signed by Cllrs Mildmay-White and Clements, as local Borough and County Councillors respectively.

#### What the Parish is seeking to achieve through the CGR

The Parish Council specifically contends in its submission that:

- All land currently within Rushbrooke with Rougham Parish should remain in the Parish.
- The residents of the new Taylor Wimpey development, the new Sybil Andrews Academy and the sports facilities would be best served by being part of Rushbrooke with Rougham Parish, rather the larger Bury St Edmunds Town.

The Parish Council advises that, in terms of community preferences and concerns, there is a strong feeling in the Parish that all land currently in the Parish should continue to be part of Rushbrooke with Rougham Parish.

70 households (approximately 15% of households in the Parish) have signed petitions or completed questionnaires supporting this view and several letters of support have been received, supplied with the submission. This support is driven by emotional, historical and practical considerations.

There is a real fear that the Parish of Rushbrooke with Rougham could be absorbed into Bury St Edmunds and therefore lose its distinctive identity and long history. The Parish

boundary was moved eastwards with the previous expansion of Moreton Hall and there is a sincere feeling that there should be no further movement. The Parish Council accepts that emotion cannot be the only reason why this land should remain within the Parish and therefore sets out in its submission why the area of Rushbrooke with Rougham Parish Council should not be decreased again, but rather it should be increased slightly to make the boundaries more logical.

The Parish Council's formal proposal is therefore as follows:

- a) That Lady Miriam Way should become the boundary between this Parish and Bury St Edmunds Town Council and therefore the land to the east of Lady Miriam way from the A14 to Mount Road currently within Bury St Edmunds Town Council would become part of this Parish.
- b) That the land being developed by Taylor Wimpey bordered by Mount Road to the south, the embankment adjacent to Moreton Hall to the west and the Railway line to the north, which is currently within Great Barton Parish, should become part of this Parish.
- c) That the land bordered to the west by the Taylor Wimpey development, to the north by the Railway line, to the south by Mount Road and to the east by Thurston should become part of this Parish.

In terms of electoral arrangements, the Parish Council has also suggested that, as part of the CGR, the revised Parish would be split into wards, provisionally four. The Council does not at this stage want to define boundaries as it would need to consult the residents of Rougham Green as to which ward they would identify themselves. Rushbrooke and the area north of the A14 are, however, felt to be easily identifiable.

The Parish Council's proposal is as shown on the map at the end of the summary section.

#### Consultation carried out by Parish Council to prepare its submission

The CGR was discussed at a Parish Council meeting on 26th October 2015, attended by 30 residents. Leaflets advertising the date of the meeting were circulated to the whole Parish. This information was also placed on the village website and in the Post Office. Residents were invited to sign a simple petition in the Post Office, or to complete a more detailed questionnaire.

A total of 70 households (approximately 15% of households in the Parish) have signed petitions or completed questionnaires supporting the view that all land currently in the Parish should continue to be part of Rushbrooke with Rougham Parish. In more detail, electors within the 70 households responded as follows: the petition ("No boundary changes") had 25 signatures; 59 residents completed the following survey:

*As you may be aware the boundaries of the Parish are being reviewed and in order to stop Bury St Edmunds absorbing further Parish land, the Parish Council would like your views on the following:*

- (a) *Would you agree that the land bordering the Rougham Airfield, Lady Miriam Way and Mount Road should remain in the Parish and not be absorbed into Bury St Edmunds or Moreton Hall – this land is part of the old Airfield with all its historic connections to the Parish* **59 YES/ 0 NO**
- (b) *Would you agree that the land to the north of Mount Road bordering the Railway and Moreton Hall, but separated by a high bank, should become part of the Parish if Great Barton consider their boundary to be the Railway, Again this land was part of the old Airfield.* **59 YES/ 0 NO**
- (c) *Would you agree that the land on which the new Industrial Estate is to be*

*built should remain within the Parish. Again this land formed part of the old Airfield. **59 YES/ 0 NO***

- (d) *Would you agree, as we will be arguing, that the Parish boundary is Lady Miriam Way, the seven properties to the west of Lady Miriam Way should 'revert' back to Bury St Edmunds. **55 YES/ 4 NO;***

The Parish Council also received support by e-mail from one resident expressing a desire to see land associated with the Airfield remain within the Parish.

The Parish has also submitted letters of support from the following:

- Great Barton Parish Council
- Sarah Broughton – Borough Councillor, Great Barton
- Beccy Hopfensperger – County Councillor, Thingoe North
- The four households to the north of Mount Road
- Rougham Tower Association
- Sybil Andrews Academy

All of these letters support the Parish Council's view that all the land currently within the Parish should remain part of Rougham and/or that the railway line should become the boundary between the Parish and Great Barton.

#### Supporting information for the Parish Council's submission

The following text is extracted from, or a summary of, the Parish's submission.

#### **Background to the Current Parish of Rushbrooke with Rougham**

Rushbrooke with Rougham Parish is one of the two largest Parishes by area in St Edmundsbury. The Parish is currently split into three main areas namely Mouse Lane/Newthorpe, Kingshall Street/Orchard Close/Smithy Close and Rushbrooke. However there are a number of other small areas such as Rougham Green, High Rougham and the vast area on the north side of the A14 including Sow Lane, Mount Road, Rougham Estate near the ruined hall, Fishwick Corner on the old A45 among others. So the Parish is widely separated with areas of high density and a significant amount of farm land along with the airfield.

The Parish has around 500 properties, with 951 electors registered, and a large variety of types of property in terms of type, size, age, price and tenure. There are thirty-eight Grade II listed buildings and both Anglican churches are Grade I listed.

Rougham currently has a Primary School, a Secondary School in the course of construction (the new Sybil Andrews Academy), a Village Shop and Post Office, one operational Public House (the Flying Fortress was the village's second public house until it closed), a Sports/Community Centre with playing fields and Children's Play Area between the two main Rougham centres and a further play area at Mouse Lane. Regular events take place at Rougham Airfield. There are numerous public footpaths and permissive paths so the countryside is open to all. The Parish also has a number of small cottage industries and the Rougham Industrial Estate with both small and large employers.

The Parish produced a Parish Plan five years ago and is investigating the possibility of preparing a Neighbourhood Plan. One of the residents wrote in response to the Parish Plan: "*The most important thing is that Rougham and Rushbrooke has a very long history; Saxon-Roman road and possible Viking - this history should be kept alive as a place without history is dead. I like living here because I have found nowhere any better. I was born here 88 years ago and have spent time in other parts of the world. The community spirit has been good centred on the shop, the pub, the Church, the Chapel and the Sports Hall.*"



The Parish Council currently has only one vacancy and the Parish Clerk has received an application to fill that vacancy which will be approved at the Parish Council meeting on 23rd November.

### **History of Rushbrooke with Rougham**

The residents of the Parish are proud of the long history of Rougham and Rushbrooke villages with some families tracing their family histories back for centuries. More background information, including maps and illustrations, is provided in the full submission and the following text is a short summary only.

People have been living in Rougham (previously Ruhham) for over 2000 years, with Iron Age, Anglo Saxon and Roman archaeology and land features, and a well-documented history featuring Vikings and the Abbey of St Edmunds. By 1086, 700 acres of ploughed land and 7 acres of meadow in Rougham were listed in the Domesday Book as belonging to the Abbey. In 1539 the Abbey was dissolved and all the land in Rougham was given to the Drury and Jermyn families.

Between 1674 and 1801 the number of inhabited houses grew to 70, and the population to 600. The Enclosure Act of 1815 put 1054 acres under private ownership. Sir James Stiff built his almshouses for non-conformist widows in 1887 and the village also had other philanthropists. Major landowning families were the Drurys, Bennetts, Johnstones and more recently the Agnews. Major buildings included Rougham Hall, built in the 1820s and destroyed by a German bomb in the 1940. By 1861, the village had a population of 988, with 210 houses. In 1872, the parish is recorded as being 4 miles from Bury St Edmunds, 3840 acres in size and as having a post office.

The most recent and important history of Rougham revolves round World War II and the USAAF as the Airfield was one of their important bases. The Airfield was originally called Bury St Edmunds Airfield, but changed its name to Rougham Airfield when it became operational. The Airfield is still used today for recreational flying i.e. lessons and gliding and other recreational pursuits.

The Parish is extremely proud of its historical connection with the World War II USAAF operations at Rougham Airfield. Construction of the Airfield by the Ministry of Defence in the Parish began in 1941. The airfield was handed over to the USAAF Eighth Air Force in 1942 and the 94th Bombardment Group arrived in June 1943, taking part in many big raids.

Rougham received many important visitors during this time, including senior US military commanders as well as entertainers. The Glen Miller band played at a concert in Hangar Number Two and Dinah Shore sang; this hangar, now used by a tea importer, is one of only four remaining hangars in the country where the band played. Many authors refer to the Eighth Airforce as the 'mighty', but Graham Smith in his book about World War two airfields refers to the 94th at Rougham as being the 'mighty ones'. In most of the relevant museums in the USA, Rougham Airfield is displayed prominently and a B17 Flying Fortress is on show in Rougham colours at RAF Museum Hendon.

The airfield itself had a perimeter track of over three miles. The ancillary facilities extended over a wide area of Rougham: the underground wiring for the airfield extended to the north of the airfield and the high octane fuel pipes came in from the north. The technical site was south east of the airfield, the area that is now Rougham Industrial Estate; the gymnasium, chapel and commanding officer's house were in the Blackthorpe area. Communal sites and the hospital were in Rougham village. The Parish Council has supplied a map in its submission to show the extent of the USAAF presence in Rougham which indicates that the whole area being discussed as part of this CGR was part of the USAAF air base.

Evidence of the runway has recently been discovered during the construction of the new Academy to the south of the area. Taylor Wimpey have sent the Parish Council an email stating that they will recommend that the streets of the new housing development are named after various US airmen who served at Rougham.

To maintain the link with the new Sybil Andrews Academy and, at their verbal request, the Parish Council has proposed a governor because of his links with the Rougham Tower Association and the Academy's expressed wish to use that facility for engineering projects. The Academy has also indicated that they are interested in including the history of the Airfield in the curriculum and in the longer term may consider an after-school flying club and model aircraft club attached to the Airfield. The Parish believes that all of this will encourage a feeling of connection to the long history of Rougham.

### **Creation of distinct boundaries**

The current boundary of this Parish with Bury St Edmunds Town Council runs in a straight line north from the A14, crossing Lady Miriam Way in a number of places. The Parish proposes that the Parish boundary should run along Lady Miriam Way (with a very small line from the roundabout near the A14 to the A14) to Mount Road. It should run along the escarpment and the 25-metre noise corridor on the edge of Moreton Hall to the railway line; this escarpment from Mount Road to the railway line will, towards the railway line, stand about five metres above the new Taylor Wimpey properties. The A14, Lady Miriam Way, the escarpment and the railway line would thus form distinct and identifiable boundaries to Rushbrooke with Rougham Parish.

As a result, there would be no arbitrary straight lines which might run through the middle of properties. This Parish does not want to see a repeat of the situation currently affecting six properties in Mortimer Road and one in Primack Road. It is imperative that these new boundaries are implemented as soon as possible, as Taylor Wimpey will shortly commence construction of properties between the Railway line and Moreton Hall and there is a risk that further anomalies might be created.

The new boundary between Rushbrooke with Rougham Parish Council and Great Barton Parish Council should run from the end of the Taylor Wimpey development along the railway line to the boundary with Thurston. There are four properties in this area that would then be in this Parish.

The boundary of Thurston Parish with this Parish and with Great Barton Parish is arbitrary and not distinct or identifiable as indicated by the area ringed on the map provided by the Parish Council in Appendix 5 of its submission. Although not part of this CGR, the Parish Council believes that, at some future date these cross-borough boundaries will need to be addressed.

### **Creation of distinct and recognisable communities within the area and with the Parish as a whole**

The Parish Council believes its proposals will create a distinct and recognisable community for the areas being incorporated from Great Barton Parish into Rushbrooke and Rougham Parish along with the existing Areas in this Parish under consideration. The Parish also believes that the new development will be made to feel part the existing Parish because:

- the area under consideration has an incontrovertible link with Rougham, because of the aforementioned history of the USAAF airbase at Rougham. Also as mentioned previously, Taylor Wimpey will recommend that the roads in the new development are named after US airmen who served with distinction. This will encourage a feeling of connection to the past history of the area on which the

residents reside.

- If its submission is accepted then the residents will become part of a smaller community than either Bury St Edmunds Town Council or a hypothetical new Moreton Hall Parish. This would increase democracy and empower the residents, giving them a much greater say in local affairs. Once the Taylor Wimpey development is completed by 2025/6, it is estimated that there will be around 830 new electors.
  - These electors would make up 46.6% of the electorate of Rushbrooke with Rougham Parish Council (830 out of a total of 1781)
  - If the development were absorbed into Bury St Edmunds Town Council, these electors would be an insignificant 2.6% of the total electorate with little or no say in local issues (830 out of 31,494; using just the current electorate and before any other new developments are taken into account)
  - If Moreton Hall became a separate Parish the new electors would make up only 13.2% of the estimated electorate of 6302.
- The detailed plans for the first 100 homes have been approved along with the outline plans for the remaining 400 homes. The plans, in Appendix 6 of the full submission, show that the only link between the Taylor Wimpey developments north of Mount Road and Moreton Hall is a pedestrian walkway/cycle path from the southern part of that part of the development. The two vehicle roads from the area north of Mount Road exit only onto Mount Road along with one of the roads on the south of Mount Road. These exits from the Taylor Wimpey Estate indicate that the traffic is directed more towards Rougham than towards Bury St Edmunds and reinforces the link to Rougham Airfield and Rougham village. The cycle paths from the Taylor Wimpey development to the new Academy run along the side of Rougham Airfield and the eastern side of Lady Miriam Way, with the safest route being the one down the side of Rougham Airfield.
- The cycle paths from the new estate link up with Cycle Route 51 on which it is possible to access the beautiful Rougham and Rushbrooke countryside in particular and Suffolk countryside in general. This Parish is particularly proud of its rural footpaths which run very close to the new development. The Parish therefore will have an enviable 'green infrastructure' which will promote walking and cycling.

### **Health and wellbeing of residents**

As well as access to green infrastructure, there will be community access to new playing fields and sports hall attached to the Academy along with the existing sports hall and playing fields in Rougham. The new development will have easy access to all these facilities. The Parish Council will also seek to establish a community centre within the new development by the time it is complete (in new or existing community facilities). The Parish would also like to see a play area for the younger children within or on the edge of the development.

Rougham CEVC Primary School has an open-air swimming pool which is available for the use of residents' families.

The new residents will have access to the large network of footpaths, including the permissive paths supported by the Rougham Estate Trust, which will help promote a healthy lifestyle.

The Rougham Estate Trust is committed to preservation and enhancement of the 4000-acre estate. The Rougham Estate Trust funds music tuition at Rougham Primary School which is becoming well known for its musical excellence. The school already attracts a number of applicants from outside the catchment area because of the excellence of the

extracurricular activities.

If this submission is accepted, the Parish Council would seek to split the Parish into wards. The Parish Councillors would represent designated wards in order to encourage greater local democracy.

All new residents would be encouraged and welcomed to participate in local activities at Rougham Airfield, Blackthorpe Barn and St Mary's Church, as well as the annual village fete.

Rougham Tower Association will have a new and attractive entrance directly from the Eastern Relief Road and the enhanced cycle links. This will provide increased leisure facilities for Rougham, linking directly the new properties and the rest of the Parish. The Tower Association will continue to forge links with the new Academy.

Thus the Parish Council will seek to encourage a sense of civic values, responsibility and pride in the new development and in Parish as a whole.

### **Access to local services**

The new development will have safe access to the new Academy, playing fields, sports centre, shops, and allotments as well as to activities on Rougham Airfield. Once the Flying Fortress is renovated, the development will have its own public house.

### **Precept**

The Parish Council does not plan to use the additional precept raised from the new Taylor Wimpey development to reduce the amount each household in the Parish would pay, and would put a significant part of this additional income aside to promote activities and civic cohesion within the development and the Parish as a whole.

### **List of appendices**

The full submission was provided with the following appendices:

- Appendix 1: Petitions/completed questionnaires from local residents (these cannot be published as they contain personal data)
- Appendix 2: Letters of support
- Appendix 3: Maps of USAAF Rougham Airfield, showing close proximity to Rougham village
- Appendix 4: email from Taylor Wimpey stating that they will recommend naming the roads in the new development after US airmen to commemorate the link
- Appendix 5: Map of existing and proposed Parish boundaries
- Appendix 6: Map of new Taylor Wimpey development showing cycle and vehicular exits
- Appendix 7: Letter of support from Samuel Ward Academy Trust emphasising the connection between the new Sybil Andrews Academy and Rushbrooke with Rougham Parish

## **B. Response of Great Barton Parish Council**

"This development was openly discussed at an extended Parish Council meeting where residents south of the railway line were all specifically counselled.

This parish area has 4 residences, and 2 fall within the strategic site (TW development). All have been written to, explaining the purposes and process of the review, with 50% of those residents responding. There is a desire by those residents to continue to have a rural identity and are serviced with a parish on their side of the railway line.

At the October meeting the Parish Council of Great Barton, with reference to

correspondence, concluded:-

Our expectation is that Rougham and Rushbrooke Parish Council will be able to deliver a closer and a more distinct identity for those residents, linking them more closely to the rest of the Rougham community which would serve them better in future than their historical allegiance to Great Barton.

There are natural borders, and the topography provides a clear identity allowing Rougham and Rushbrooke to embrace and provide an inclusive community. The new electorates will be able to build upon and more easily influence values to provide a strong Rougham and Rushbrooke community identity."

### **C. Response of Bury St Edmunds Town Council**

The Town Council considers that: "as regards the housing growth site, the Bury St Edmunds parish boundary should be expanded to incorporate this site and the green buffer land for the same reasons as set out in full for the North West Bury St Edmunds growth site re community cohesion, integration, identity etc., as the new electors are likely to feel part of the existing housing and that they live in Bury and would not identify with nor have reason to use the facilities of either Gt Barton or Rushbrooke with Rougham, both of which are a good distance away from this growth site. No comment is proposed as regards the Business Park which is in the parish of Rushbrooke with Rougham."

In support of its statement, the Town Council comments:

- The site falls in three parishes – only a very small part of the site is in BSE.
- Largest part - in Rushbrooke with Rougham - electorate 951: 515 households.
- Second largest part - in Great Barton - electorate 1,754: 912 households.
- The site is clearly attached to the existing Moreton Hall ward and electors are therefore likely to feel part of Moreton Hall rather than R with R or GB. There is a green buffer between residential and Suffolk Business Park.

### **D. Local Electors**

In addition to those recorded in the parish council submissions, eight local electors made direct responses during the consultation. Six had "IP32 7" (i.e. Moreton Hall) postcodes and two had "IP31 2" (Mount Road).

(a) **Four** of the electors favoured moving the Town Council boundary outwards so the growth site/their property would be in Bury St Edmunds for the following reasons:

- Create a strong sense of community identity (cited by 3)
- Give easy access to good quality local services for new and existing residents (cited by 3)
- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common (cited by 1).
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities (cited by 1)

Supporting their preferences, these respondents commented:

- *"As one of the principal growth areas of the town, and bearing in mind proposed changes to business rate legislation, it makes sense to include the area in Moreton Hall Ward which is part of the town rather than a rural parish with limited facilities, and to reflect the reality of the growth of the Moreton*

Hall area.”

- *“The boundary should be changed such that the school and the new homes are within overall parish of Bury St Edmunds Town council. The homes and school are all marketed as being on Moreton Hall and their identity will be as a part of Moreton hall, they will not have any affinity or identity with the village of Rougham which will be several miles away the other side of the A14. The school has been planned for many years, paid for by Section 106 from Moreton Hall developments. We have seen how ludicrous the current boundary is when it put 5 houses in Rougham, whose neighbours were in Moreton Hall.”*

(b) **Three** of the electors favoured creating a new parish council to represent the specific area for the following reasons:

- Create a strong sense of community identity (cited by 2)
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities (cited by 1)
- Improve the capacity of a parish council to deliver better services and to represent the community's interests effectively.

Supporting their preferences, these respondents commented:

- *“Moreton Hall now covers a greater area of Bury St Edmunds and would be better served with its own parish council, we have all the local facilities, we should have a greater say in how our area is developed and how it develops. We should have had a say in the purchase of the Flying fortress pub that has stood boarded up for over 18 months and in my view is a wasted facility. I do not think adding another flyover to the A14 will aide the traffic chaos in this area, just improve the roads to Rougham is all that is needed. We need to encourage parents to leave their cars at home and allow children to walk to school and allow all children to attend a school in their own area”*
- *“I feel strongly that Moreton Hall Ward is sadly neglected by the Town Council. As a Parish interests and funds could be directed specifically for the benefit of the Residents/Community and infrastructure of the area.”*
- *“I think that Moreton Hall should have its own Parish Council now it has grown (and is growing) to its present size. I think that the whole of the airfield, school and industrial estates (both of them) should be included in the "old" Moreton Hall to make one large and geographically concentrated Parish. My reasons are that this area will then form a natural community and be able to integrate into one Parish. This will encourage cohesion of the population in this geographically distinctive area. It will make for an active interest and participation in the new enlarged Moreton Hall Parish. The local population will feel better able to identify with the integrated area and feel better represented in a democratic way. The present Moreton Hall Community Centre and facilities will be used by those nearest geographically to it and by those with the easiest access. Hence it makes logical sense to encompass the whole local area in one Parish Council. The new secondary (senior) school will also form a natural focal point of interest for the parents of this area.”*

(c) **One** of the electors (from Mount Road) favoured retaining the properties in a rural parish on the basis this would:

- Create a strong sense of community identity; and
- Improve the capacity of a parish council to deliver better services and to represent the community's interests effectively.

### **E. Cllr Sara Mildmay-White (Rougham Ward)**

Supports leaving the Rougham Parish Boundary almost unchanged by making Lady Miriam Way the Rougham and Rushbrooke parish boundary, on the basis this will:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Create a strong sense of community identity.
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities.

Has been fully involved in the preparation of the Rushbrooke with Rougham Parish Council submission, and has signed their documents indicating her complete support. In addition, makes the following points of her own:

- Believes that Rougham parish boundary should remain as close to the original as possible. In the absence of any clear physical barrier and without creating any artificial bunding or planting, Lady Miriam Way creates a good and clear division between Bury St Edmunds and Rougham parish.
- This boundary would maintain the integrity of the majority of Rougham Airfield with all the historical and emotional connections it has with the village. Taken from the railway line along Lady Miriam Way and down to the A14 would be a logical and simple boundary which everyone could recognise.
- Vision 2031 designates Rougham as a key service centre in recognition of the range of local services and facilities it has. The village has an active community and has produced a village plan. Rougham is ideally situated for access through the Rookery Crossroads on to the A14 and this gives easy access to all parts of the village including via present and future cycle links and footpaths. The village school accepts a number of children out of catchment from Bury St Edmunds and the surrounding area because parents appreciate the facilities a rural school can provide.
- Rougham Estates is integral to the wellbeing of the community and has recently become a trust to preserve and enhance the local environment of the estate. Again, the integrity of the parish boundary is so important in order to maintain the historical and physical connections of the village to the estate, whose boundary goes as far as the now demolished Eldo Farm House and cottages at Moreton Hall. The estate can trace its history back to Roman times with a tumulus and villa site, through Saxons and Vikings, ownership by the Abbey in Bury St Edmunds up to the present time. This history should be celebrated and preserved not subsumed into suburbia.
- Rougham Industrial Estate, the name speaks for itself and it is known throughout the area and should remain in the parish of Rougham thus allowing the residents of Chapmans Close to continue to play their full part in village life as they do. All new residents are welcome and encouraged to play a full part in village life be it through sport, church, school, public house or village post office etc.
- Democratic representation could easily be included within the present ward for St Edmundsbury. She currently represents a population of approximately 2340 residents, across the A14 and geographically as far as the Flying Fortress. An energetic and committed councillor could easily accommodate a modest increase of a further 500 households in one area. They could be well represented on the parish council by virtue of warding the parish.
- In conclusion, she would not like to see a further erosion of the historical parish of Rougham, maintains that the boundary as marked by Lady Miriam Way makes a good and clear division between town and parish and endorses the suggestions made by Rushbrooke with Rougham Parish Council.

### **F. Cllr Sarah Broughton (Great Barton Ward)**

Supports the submissions of both Rushbrooke and Rougham and Great Barton Parish Councils in respect of the CGR. Comments specifically that it is sensible for the boundary

of Rushbrooke and Rougham to be the railway line, with the six residences within Great Barton to be moved into Rushbrooke and Rougham; the railway line is a natural boundary and therefore Rushbrooke and Rougham would be able to deliver a closer and distinct identity for those residents, linking them more closely with the Rougham community.

**G. Cllr Terry Clements (Thingoe South Division)**

Signatory to Rushbrooke with Rougham submission. Confirms views expressed were supported by those that attended the recent Parish Council Meeting, which he also attended and took account of their views. Comments in particular that Lady Miriam Way is a strong natural boundary.

**H. Cllr Rebecca Hopfensperger (Thingoe North Division)**

Supports the views of Rushbrooke with Rougham and Great Barton Parish Councils, referring in particular to that fact that Lady Miriam Way is a strong natural boundary between Bury St Edmunds and Rougham and that residents support the decision. I don't believe there is any need to repeat the views of the Parish Council, who's views I fully support.

**I. Cllr Trevor Beckwith (Eastgate and Moreton Hall Division)**

Felt that the best option was to create an entirely new parish council to represent this specific area. Reasons cited:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Create a strong sense of community identity.
- Give easy access to good quality local services for new and existing residents.

Supporting comments: "The population of Moreton Hall is four times bigger than the borough's third town (Clare) and should have greater formal control over its own affairs. I anticipate that, irrespective of local opinion, SEBC will allocate the 500 new dwellings from Vision 2031 to the Moreton Hall ward, increasing the population beyond what is acceptable representation for even a three-member BC ward. Any division of the ward will not be acceptable if the only consideration is elector totals. Moreton Hall has a clearly defined boundary (A14 to the west and south, railway to the north and Lady Miriam Way to the east). The only exception to maintaining that boundary should be consultation with residents of The Bartons as to whether they consider themselves residents of Moreton Hall or Eastgate wards. My preference is that they remain in Moreton Hall but they should decide. The mistakes in the town centre, where boundaries were drawn inappropriately just to balance numbers, must not be repeated."

**J. Cllr David Nettleton (Risbygate Ward/Tower Division)**

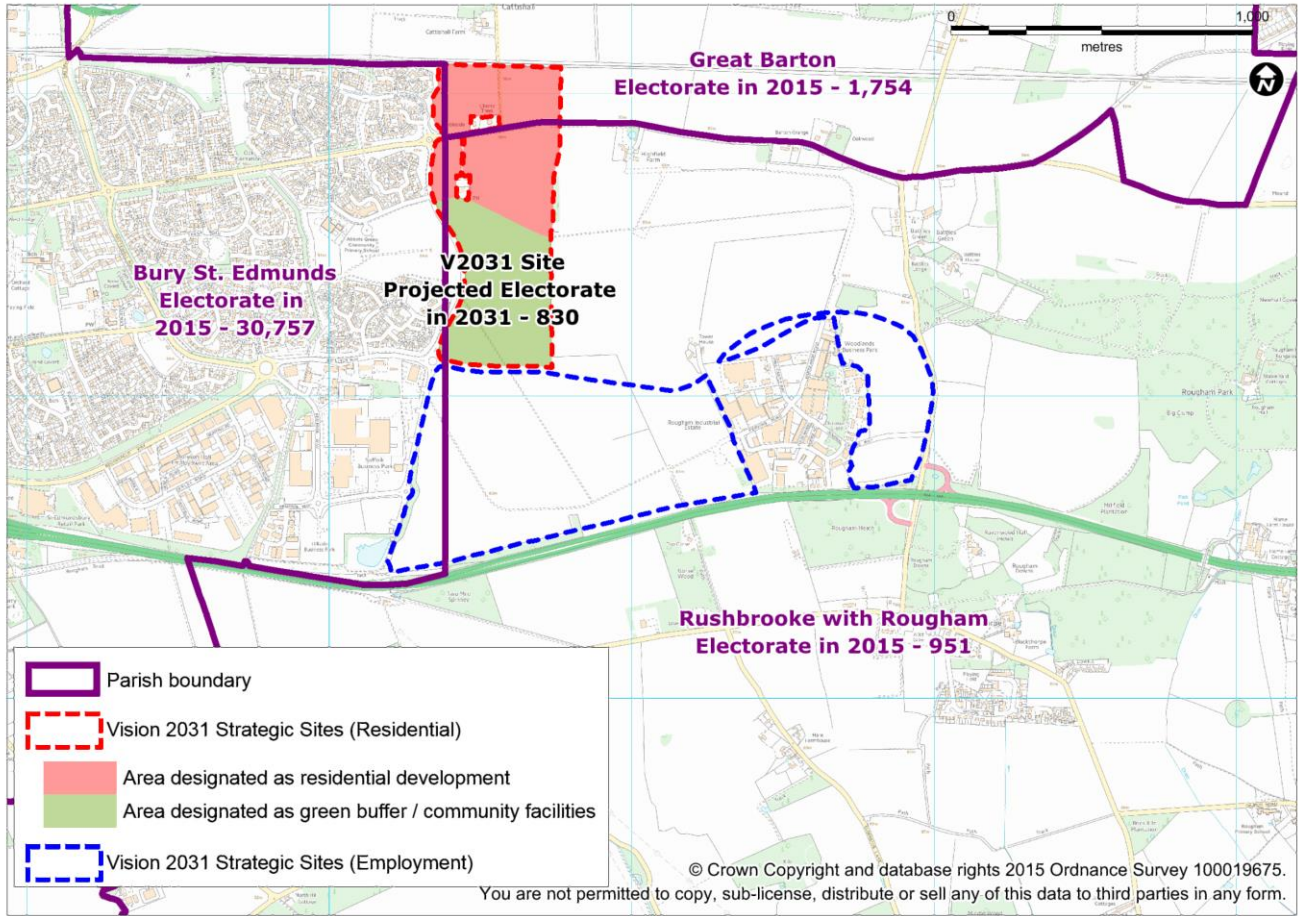
Include within Rushbrooke with Rougham.

Reason: No 'buffer-zone' obligation here and given the rambling nature of this parish and its proximity to Rougham Airfield, a historic connection already exists. Run the boundary line along the middle of Lady Miriam Way.



## Map

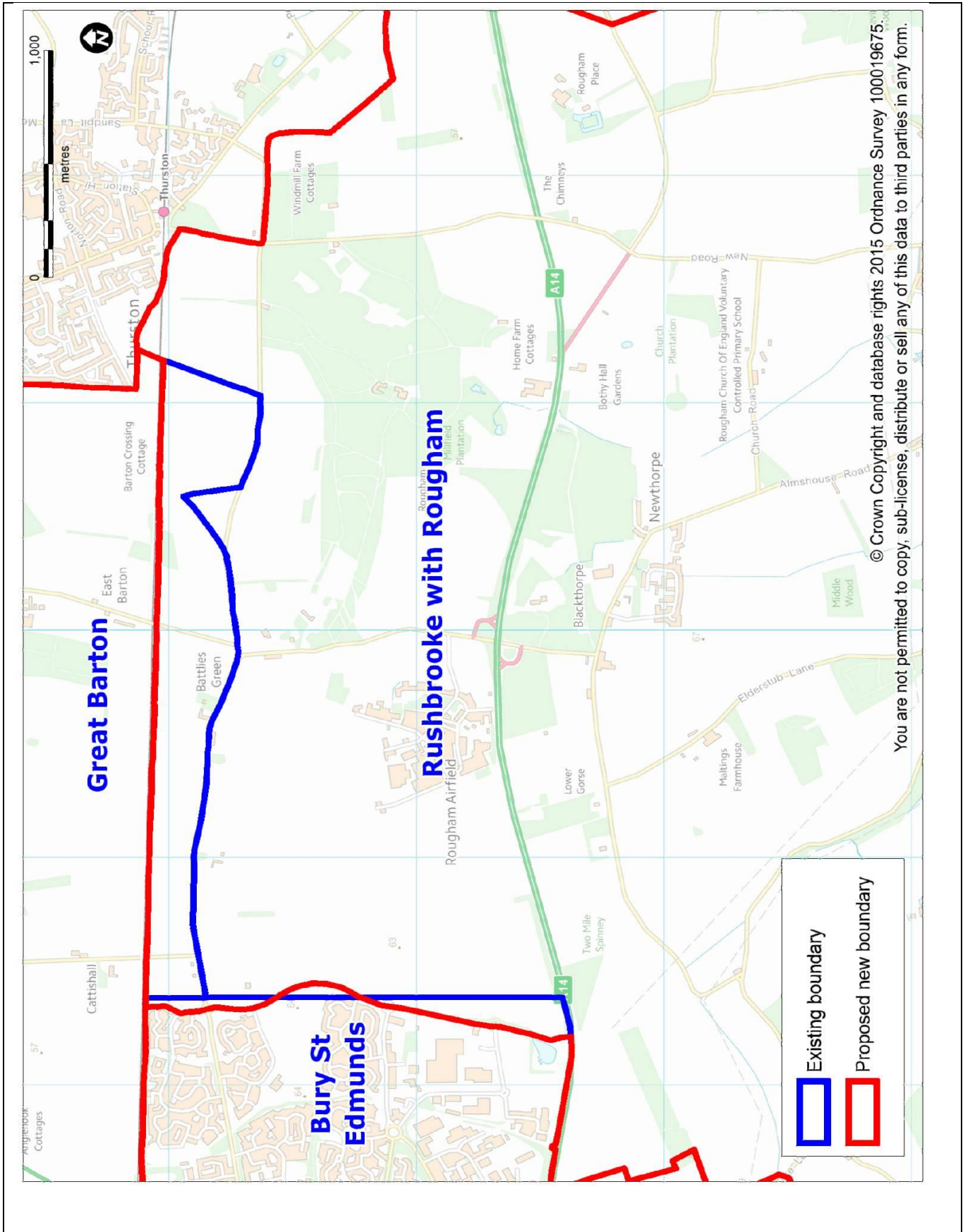
For the purpose of aiding discussion at the Working Party's meeting the original consultation map from September below is a useful reference, since it shows the extent of proposed development and current parish boundaries.



If the inclusion of the growth site in either Bury St Edmunds or a new parish for Moreton Hall is the preferred consultation option in phase 2, then there has been nothing to suggest in submitted evidence that the alteration to the existing parish boundaries should extend beyond the Vision 2031 residential site itself.

In contrast, the Parish Councils' suggestion is for the railway line to become a new natural boundary between Great Barton and Rushbrooke with Rougham, not just in relation to the growth site. This is shown on the following map, along with their proposal to use Lady Miriam Way as the new town/parish boundary.

*(Parish Council Proposal Map overleaf).*



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If this option is selected, the officers would seek delegated authority to agree a draft scheme with Rushbrooke with Rougham PC to consult on its suggestion that their Parish be divided into four new parish wards.

<b>Issue No.</b>	<b>5. Vision 2031 Strategic Site " South East Bury St Edmunds"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Nowton Rushbrooke with Rougham
<b>Borough Wards</b>	Horringer and Whelnetham Rougham Southgate
<b>County Divisions</b>	Hardwick Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Nowton Parish was 142. Bury St Edmunds Parish's electorate was 30,757. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 2075 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the portion of the growth site currently in Nowton is included in Bury St Edmunds Parish as well it could be <i>temporarily</i> added to one of the existing Southgate town council ward. A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p> <p>(b) If the growth site remains split by the existing parish boundary, a new parish ward could be created for Nowton, with electoral arrangements based on five year electorate forecasts; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>
<b>Analysis</b>	<p>There is complete consensus that none of the growth site should be included in Nowton Parish, and nearly all respondents favoured it all being in Bury St Edmunds parish.</p> <p>A minor change to the boundary between Nowton and Rushbrooke with Rougham Parish Council has also been proposed.</p>

## Summary of comments received during Phase 1

### A. Response of Bury St Edmunds Town Council

The Town Council considers, as regards the housing growth area, the Bury St Edmunds parish boundary should be expanded to incorporate all of this and the green buffer for the same reasons as out in full for the North West Bury St Edmunds growth site re community cohesion, integration, identity etc., including that the new electors would feel part of Bury and would neither identify with nor use the facilities of either Nowton or Rushbrooke with Rougham. The previously stated reasons about the identity of those villages electors and residents being dominated by the eventual 1250 homes are particularly relevant to the Council's submission.

In addition, the Town Council points out:

- Part of site is in BSE with a smaller part of site being in the parish of Nowton - electorate 142: 79 households - 1250 new homes planned.
- The Nowton part is separated from the BSE part by a green buffer which will be open space but the Nowton part is a long way from the community of Nowton.
- Appendix 10 Vision 2031

#### **"Para 1.3**

*Policy CS11 of the Core Strategy identifies the area for development that:*

- *positively uses the framework for the new development provided by the existing natural environment and character of the area, including maintaining significantly important open spaces that provide the setting of the historic centre."*
- The previous draft of the Vision 2031 document stated at para 16.31: "The key challenges...are: preventing the coalescence with Rougham and Rushbrooke."

### B. Response of Nowton Parish Council

Nowton Parish Council feel (meeting held 23/9/2015) that to accept the large number of additional new houses within Nowton Parish would not provide an improved or cohesive community and Councillors felt there would be no community engagement with Nowton village; the A143 road was also considered a physical barrier.

The Council has suggested an entirely new parish council could be created on the basis that it would:

- Create a strong sense of community identity.
- Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.
- Improve the capacity of a parish council to deliver better services and to represent the community's interests effectively.

The Council would also have no objections to Willow House, which is situated in Rushbrooke Lane, moving into Rushbrooke with Rougham Parish, should the Parish boundaries be re-drawn. Willow House is the other side of the A134, which fits into its request that the A134 is a natural boundary to Nowton.

### C. Response of Rushbrooke with Rougham Parish Council

The Rushbrooke with Rougham Parish Council approved the following Resolution on 26th October 2015: "The area between the A134, the edge of the proposed development by

Hopkins Homes and the Parish's current boundary should become part of the Parish and that the Hopkins Homes development should be totally absorbed in Bury St Edmunds Town Council."

It's submission was co-signed by Cllr Clements, Borough/County Councillor, and Cllr Mildmay-White, Borough Councillor.

The Parish Council discussed various options, but were of the opinion that the Vision 2031 Strategic Site 'South East Bury St Edmunds' has strong links to Bury St Edmunds. It has good cycle and pedestrian links to the town and therefore should be part of Bury St Edmunds Town Council.

However, the Parish Council proposed that the area south of the new Hopkin Homes development and bordered to the north by the road from Bridge Farm to the A134 and by the A134 to the west should come into the Parish.

This proposal would make the A134 the boundary between this Parish and Nowton Parish. This change would make the boundary between the two Parishes identifiable and distinct and the Parish Council has submitted written evidence that this idea is supported by Nowton Parish Council and Terry Clements, Borough Councillor for Horringer and Whelnetham and County Councillor for Thingoe South.

Only one property, Willow House, would be transferred from Nowton to Rushbrooke with Rougham as a result. The householders have always believed they were Rushbrooke residents and wish to be part of the Rushbrooke with Rougham Parish. The Parish Council supports their wish

**D. Cllr Sara Mildmay-White (Rougham Ward)**

Supports the Rushbrooke with Rougham Parish Council submission.

**E. Cllr Terry Clements (Horringer and Whelnetham Ward and Thingoe South Division)**

Supports the Rushbrooke with Rougham Parish Council submission.

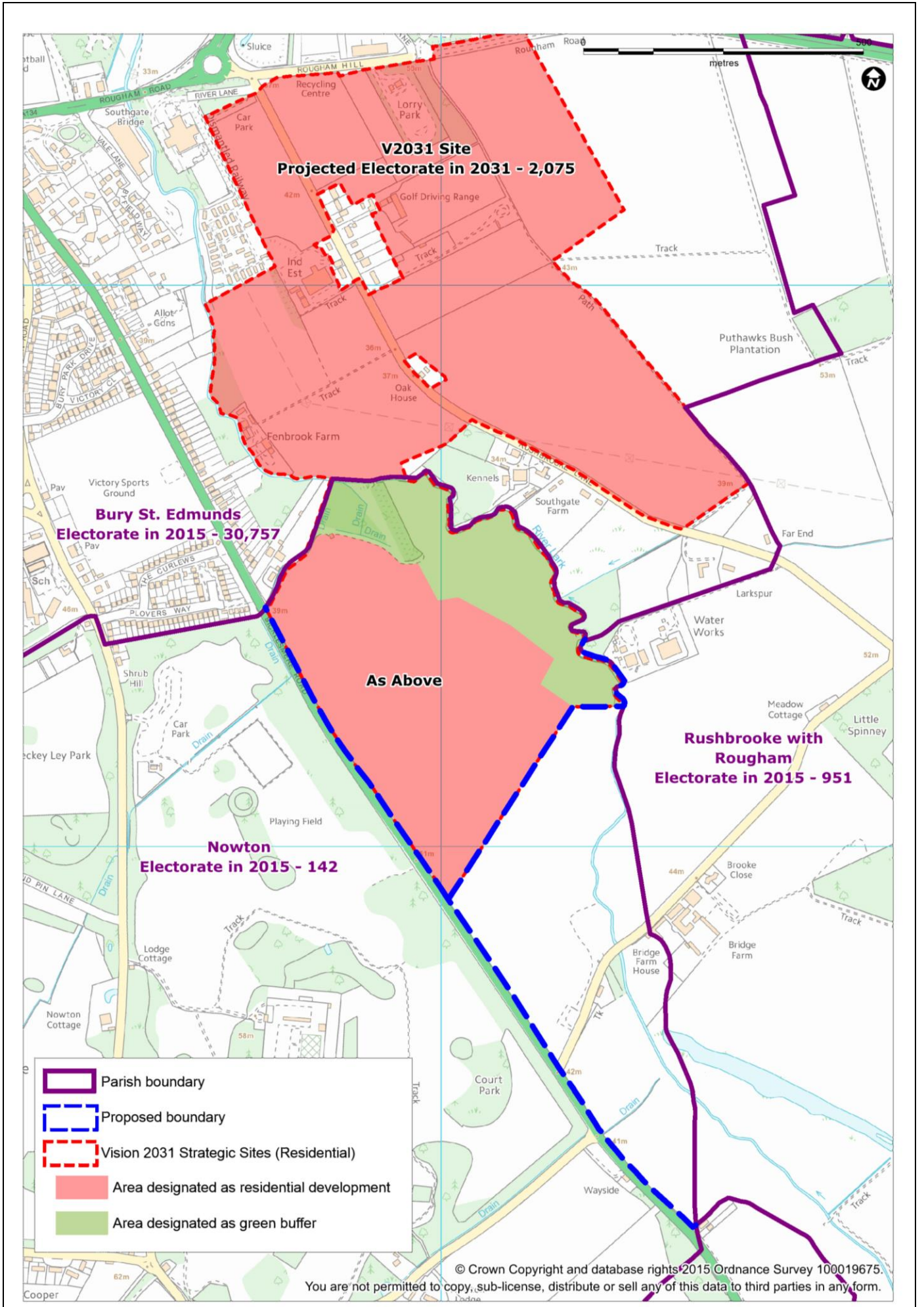
**F. Cllr David Nettleton (Risbygate Ward and Tower Division)**

Include within Bury St Edmunds. Reason: Most of the development site is already with the Southgate Ward and Hardwick Division. If transferred to Nowton or Rushbrooke with Rougham it would swamp either.

**Map**

The map overleaf shows one possible scheme to reflect the phase 1 responses, assuming that a new parish is not created for the southern part of the growth site. The alternative derivation is that the new Rushbrooke with Rougham boundary follows the road from Bridge Farm to the A134 instead of the southern boundary of the growth site. However, the line shown follows an existing field boundary.





<b>Issue No.</b>	<b>6. Vision 2031 Strategic Site "Suffolk Business Park"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Bury St Edmunds Rushbrooke with Rougham
<b>Borough Wards</b>	Moreton Hall Rougham
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Letters to existing businesses</li> <li>• Email to Residents' and Community Associations</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>This site is designated for employment purposes and is included in the CGR for completeness i.e. so that all of the Vision 2031 sites are considered. Therefore there should be no impact on electorate totals or a need for forecasts. The following options would however be available in terms of warding arrangements:</p> <p>(a) If the Business Park extension remains in Rushbrooke with Rougham Parish, it could be included in any new parish ward scheme the Parish Council wants to develop (see issue 6) or just remain part of the overall Parish; or</p> <p>(b) If the new parts of the Business Park are included in Bury St Edmunds Parish they could be <i>temporarily</i> added to the existing Moreton Hall Town council ward. A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p>
<b>Analysis</b>	<p><i>This issue should be considered in conjunction with issues 4 and 7</i></p> <p>There is agreement between the town and parish councils that the Business Park should remain in Rushbrooke with Rougham Parish, and it has been proposed that the existing boundary be rationalised to follow Lady Miriam Way to the A14.</p>

<b>Summary of comments received during Phase 1</b>	
<b>A. Response of Rushbrooke with Rougham Parish Council</b>	
<p>The Rushbrooke with Rougham Parish Council approved the following Resolutions on 26<sup>th</sup> October 2015:</p> <p>a) That the land currently designated for industrial development within the Parish should remain within this Parish.</p> <p>b) That Rougham Industrial Estate should remain within this Parish.</p> <p>c) That the land between the current Parish boundary and West Suffolk Business Park should come into this Parish to create a distinct boundary along Lady Miriam Way.</p>	

Their submission explaining the rationale for these resolutions was also signed by Cllr Terry Clements, County Councillor, Thingoe South Division and Cllr Sara Mildmay-White, Borough Councillor, Rougham Ward

The Council's full submission, including appendices of maps and photographs, can be viewed by Borough Councillors on the Members' News section of the Council's intranet.

In summary, the Parish Council's proposal is based on the following case:

### **Strong association between the area and Rougham village**

The most recent and important history of Rougham revolves round World War 2 and the USAAF, as the Airfield was one of their important bases. The Airfield is still used today for recreational flying i.e. lessons and gliding and other recreational pursuits. The Airfield was originally called Bury St Edmunds Airfield, but changed its name to Rougham Airfield when it became operational. The whole area under discussion, including the existing Rougham Industrial Estate and the new Suffolk Business Park, was part of the USAAF air base and has a strong historical connection to Rougham village (shown on the map at Appendix 1 of the full submission).

After the Battle of Britain, the Ministry of Defence needed to increase the number of airfields in the east of England to defend the country and construction of Rougham Airfield began in 1941. The airfield itself had a perimeter track of over three miles, but ancillary facilities covered a far wider area. The underground wiring for the airfield and the landing lights for the cross runways extended to the north of the airfield over Mount Road and the high octane fuel pipes came in from the north. The shooting butts were to the west and skeet range was near the railway line. The technical site was south east of the airfield, the area that is now Rougham Industrial Estate; the gymnasium, chapel and commanding officer's house were in the Blackthorpe area. The communal site (B) was where Mouse Lane is now. Communal site (A) spread into the woods and is now the Downs; the hospital/sick bay was at the junction of Church Road and Almshouse Road (Appendix 2 of the full submission).

The airfield was handed over to the USAAF Eighth Air Force in 1942 and the 94<sup>th</sup> Bombardment Group arrived in June 1943. The Glen Miller band played at a concert in Hangar Number Two and Dinah Shore sang; this hangar, now used by a tea importer, is one of only four remaining hangars in the country where the band played.

Many authors refer to the Eighth Airforce as the 'mighty', but Graham Smith in his book about World War two airfields refers to the 94<sup>th</sup> at Rougham as being the 'mighty ones'.

In most of the relevant museums in the USA, Rougham Airfield is displayed prominently and a B17 Flying Fortress is on show in Rougham colours at RAF Museum Hendon.

Rougham Airfield received visits from many prominent people including General Ira Clarence Eaker and General Henry Harley "Hap" Arnold, senior commanders of the USAAF in Britain. Others visitors included actors such as Bob Hope, Clark Gable and possibly James Stewart who was the Commander of Old Buckenham in Norfolk and other airfields in Eastern England. Appendix 3 (a-e) of the full submission has copies of relevant photographs including Bob Hope and Clark Gable when they were in Rougham.

Evidence of the runway has recently been discovered during the construction of the new Academy to the south of the area, as per the e-mail provided as Appendix 4 of the full submission.



The Rougham Tower Association also supports this submission (Appendix 5 of the full submission).

### **Boundary.**

The current boundary between Rushbrooke with Rougham Parish Council and Bury St Edmunds Town Council is a straight line and crosses Lady Miriam Way in a number of places. The Parish Council has proposed to the Community Governance Review that the boundary between the Town Council and the Parish Council should be Lady Miriam Way as this is easily identifiable and distinct.

The effect of this change would be to bring into this Parish all the land up to Lady Miriam Way from the current straight line to the West Suffolk Business Park.

### **Community of Interest and effect on the patterns of everyday life of those living within the Parish.**

The new Business Park and the Rougham Industrial Estate will continue to play an important part in the everyday life and wellbeing for both the new residents of the Taylor Wimpey development and the existing Parish residents. The expansion will create employment within walking and cycling distance for the residents of the Parish which will promote a healthier lifestyle, reduce traffic on the A14 and decrease carbon emissions.

The link with Rougham is reinforced by the agreement of the majority of the businesses on the Rougham Industrial estate to be listed in the annual Parish Directory and the fact that many advertise in the Parish magazine. The association is also supported by the continued use by Rougham Estate of agricultural buildings on the Industrial Estate, including the grain store.

The four houses in Chapmans Close (between the Rougham Industrial Estate and A14) have a strong connection to Rougham. One of the residents is the Bell Captain at St Mary's Church, Rougham and has rung the bells there for over 35 years.

### **Conclusion.**

The majority of the land on which the Industrial Estate is to be built is currently part of the Parish and for the reasons listed the Parish Council can see no valid reason to change this.

## **B. Response of Bury St Edmunds Town Council**

No comment as regards the Business Park, which is in the parish of Rushbrooke with Rougham.

## **C. Local Electors**

Two local electors with "IP32 7" (i.e. Moreton Hall) postcodes submitted responses during phase 1 of the consultation. Both electors favoured moving the town council boundary outwards so the whole Business Park (existing and new) is in the Bury St Edmunds parish (i.e. Bury St Edmunds Town Council). They both felt that this would:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Create a strong sense of community identity.
- Give easy access to good quality local services for new and existing occupiers.

Both respondents preferred the same option under issue 4 and, under that issue, one of them commented: *"As one of the principal growth areas of the town, and bearing in mind proposed changes to business rate legislation, it makes sense to include the area in Moreton Hall Ward which is part of the town rather than a rural parish with limited facilities, and to reflect the reality of the growth of the Moreton Hall area."*

**D. Cllr Sara Mildmay-White (Rougham Ward)**

Supports the Rushbrooke with Rougham Parish Council submission.

**E. Cllr Terry Clements (Thingoe South Division)**

Supports the Rushbrooke with Rougham Parish Council submission.

**F. Cllr Trevor Beckwith (Eastgate and Moreton Hall Division)**

Please see responses on issues 4 and 7.

**G. Cllr David Nettleton (Risbygate Ward and Tower Division)**

No firm opinion at present.

**Map**

No map is provided for this issue as the relevant information can be found in the report for issue 4.

<b>Issue No.</b>	<b>7. Moreton Hall Area of Bury St Edmunds</b>
<b>Area or Properties Under Review</b>	The review will look at the proposal of Cllr Beckwith to create an entirely new parish of Moreton Hall (by removing these properties from existing parished areas).
<b>Parishes</b>	Bury St Edmunds Great Barton (subject to issue 4) Rushbrooke with Rougham (subject to issues 4, 6 and 8)
<b>Borough Ward</b>	Moreton Hall Eastgate Rougham (subject to issues 4, 6 and 8) Great Barton (subject to issue 4)
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe South (subject to issues 4, 6 and 8) Thingoe North (subject to issue 4)
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (including Moreton Hall Residents' and Community Associations)</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Bury St Edmunds Parish was 30,757 (18,932 properties), and its Moreton Hall Ward had 5,472 electors (3,318 properties). Inclusion of the Vision 2031 growth site could increase this further. If this issue is progressed, a more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If a new parish is proposed as the final recommendation for the review, then draft electoral arrangements will be needed to test through consultation. The minimum council size would be five councillors, but a consultation proposal of, say, 11 might be sensible to test opinion (which would be consistent with several other large parishes in the Borough). Similarly, a proposal that the boundary of the new parish be coterminous with whatever emerges from the CGR as the new Moreton Hall Ward of the Town Council (and isn't divided into wards of its own) could also be tested through consultation, and revised at the final stage of the process.</p> <p>(b) If no new parish is proposed, the outcome of issues 4, 6 and 8 would determine the new electoral arrangements for Moreton Hall.</p>
<b>Analysis</b>	<p><i>This issue needs to be considered alongside issues 4,6 and 8.</i></p> <p>The County Councillor for Moreton Hall (Cllr Beckwith) supports the proposal to create a new parish council. Bury St Edmunds Town Council has opposed the proposal, as has a neighbouring parish council and other elected representatives for a neighbouring ward and division. The very small number of local electors responding to the consultation are split fairly evenly on whether creating a new parish council would be appropriate.</p>

Under the CGR rules, the Council must make a recommendation (for consultation in phase 2) as to whether or not to establish a new parish council, and this could change in the light of responses received.

### **Summary of comments received during Phase 1**

#### **A. Cllr Trevor Beckwith (Eastgate and Moreton Hall Division) – Proposer of CGR**

Cllr Beckwith feels that the best option is still to create an entirely new parish council to represent this specific area. Reasons cited:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Create a strong sense of community identity.
- Give easy access to good quality local services for new and existing residents.

Supporting comments: "The population of Moreton Hall is four times bigger than the borough's third town (Clare) and should have greater formal control over its own affairs. I anticipate that, irrespective of local opinion, SEBC will allocate the 500 new dwellings from Vision 2031 to the Moreton Hall ward, increasing the population beyond what is acceptable representation for even a three-member BC ward. Any division of the ward will not be acceptable if the only consideration is elector totals. Moreton Hall has a clearly defined boundary (A14 to the west and south, railway to the north and Lady Miriam Way to the east). The only exception to maintaining that boundary should be consultation with residents of The Bartons as to whether they consider themselves residents of Moreton Hall or Eastgate wards. My preference is that they remain in Moreton Hall but they should decide. The mistakes in the town centre, where boundaries were drawn inappropriately just to balance numbers, must not be repeated."

#### **B. Bury St Edmunds Town Council**

"The electorate of Moreton Hall consider that they live in and identify first and foremost with the community of Bury St Edmunds and look to it for most of their significant facilities as do the other residential developments of the Town. They have a hub area around Lawson Place; many of the other residential developments have shops, post office, GP surgery and community centre but that does not create a cohesive community of itself, these are facilities and arguably there is no tangible community of the whole of Moreton Hall. It would not be in the Moreton Hall electorate's interest to create a separate parish – Bury St Edmunds Town Council's precept is one of the lowest in the Borough of St Edmundsbury – the range is between £5 – and over £100; given the size of electorate and taking an arguably conservative figure, say £15 per band D household, the precept for the existing ward of Moreton Hall would dictate that the audit, transparency, etc., requirements will be for "larger" local councils, i.e. with an income of £25,000 plus – the same level of compliance as applies to Bury St Edmunds Town Council. Moreton Hall is served by three ward councillors on the Bury St Edmunds Town Council – a separate parish will have a minimum of 5 councillors and perhaps more with the attendant electoral costs.

If Moreton Hall was separately parished it would follow that the new housing site comes at least partly within that parish. This is something which is contrary to how the developer, Taylor Wimpey views its development of the site – they have always seen Moreton Hall as being part of Bury St Edmunds and this next phase of expansion as being the same. It is a relevant consideration that Moreton Hall electorate, including the growth site electorate, would be part of a large development which is clearly the outer edges of Bury St Edmunds and yet not included.

Separate parishing of Moreton Hall would also have an unfair impact on the rest of the Parish of Bury St Edmunds – much of what the Town Council does is of general benefit to

all of the residents of Bury – enhancement of cultural and sporting facilities and offerings of the Town, activities for the Town’s school children, provision of allotments for anyone who lives in Bury, supporting events which all Bury people can partake of – the Olympic Torch celebrations, the cycle race events, Magna Carta celebrations, art works and a significant annual grant to enable continuance of Bury’s floral displays provided by Bury in Bloom. Grants are made to help preserve and sustain or enhance some aspect of the Town’s significant buildings from the Quaker Meeting House to the Athenaeum and most recently for the Guildhall. Significant grants have also been made to support the sporting facilities of the Town – the Victory Ground Sports pavilion, the Bury Skate Park and recently a playground refurbishment on the Priors Estate – such support for playground facilities is considered wherever they are in Town as and when they need refurbishment. Additionally community grants and locality monies are available to any of the Town’s community groups.

#### The continuation of partnership working and devolution

Bury St Edmunds Town Council is well placed to take roles and the provision of services which make sense as community governance evolves from either of these two possibilities. The creation of a new parishes or the expanding of what are typical village parishes will result in dissipated local governance which will be more costly for the electorate and difficult to administer by the principal council, whereas the Town Council is better placed to assist.

#### **C. Local electors**

Eleven local electors with “IP32 7” (i.e. Moreton Hall) postcodes made direct responses during the consultation in relation to this issue.

(a) **Six** of the electors favoured no change to the current arrangements i.e. Moreton Hall remains part of Bury St Edmunds parish (and represented by the Town Council) for the following reasons:

- Give easy access to good quality local services for new and existing residents (cited by 5)
- Create a strong sense of community identity (cited by 4)
- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common (cited by 4).
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities (cited by 2)

Supporting their preferences, these respondents commented:

- *"A separate parish council would be a duplication of effort and an unnecessary extra financial burden and create an extra layer of bureaucracy."*
- *"Moreton hall should remain part of the Parish of Bury St Edmunds town council. Residents on Moreton Hall benefit from all that the Town has to offer and their identity lies with the town. They are not a village with the special requirements that that involves. The boundary should be changed such that the school and the new homes are within overall parish of Bury St Edmunds Town council. The homes and School are all marketed as being on Moreton Hall and their identity will be as a part of Moreton hall, they will not have any affinity or identity with the village of Rougham which will be several miles away the other side of the A14. The school has been planned for many years, paid for by Section 106 from Moreton hall Developments. We have seen how ludicrous the current boundary is when it put 5 houses in Rougham, whose neighbours were in Moreton Hall."*

- *Moreton Hall is part of the town and thereby identifies with Bury St Edmunds Town Council. To create a separate parish is unnecessary and just another tier of local government. If one area of the Town chose to become a parish then it might promote others to go down that route, and this would be far more costly, and would adversely affect the prospects and wellbeing of our Town Centre."*

(b) **Five\*** of the electors favoured the creation of a new parish for Moreton Hall for the following reasons:

- Give easy access to good quality local services for new and existing residents (cited by 3)
- Create a strong sense of community identity (cited by 3)
- Improve the capacity of a parish council to deliver better services and to represent the community's interests effectively (cited by 3)
- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common (cited by 1).
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities (cited by 1)

Supporting their preferences, these respondents commented:

- *"We need to create our own identity, by having this large area 'Moreton Hall' we need to have our own Parish council, that would have a greater say in all matters local to concern us. Like the purchase of the Flying Fortress pub by Greene King which has been boarded up for over 18 months, a total waste. We need to encourage parents to leave cars at home and allow children to walk to school in their immediate area. Building a new flyover at great expense will not ease traffic chaos in the town, just improve the road quality to Rougham. We need to have more say in our own area by people who live in Moreton Hall"*
- *"I would wish that the boundary for Moreton Hall and Rushbrooke be moved so that my house is within Moreton Hall." (This comment is from a resident of Primack Road so this comment would also apply to issue 8).*

\* *In addition, there were three electors (plus one local councillor) who supported a new parish council for Moreton Hall as part of their response to issue 4 (where their comments are recorded). Two of these three did not respond to issue 7, so it might be more accurate to record the total number of electors who advised the Council that they supported a new parish council during phase 1 as **seven**.*

(c) Although, at the time of writing this report, the Moreton Hall Residents' Association had not responded directly, its co-chairman was quoted in an East Anglian Daily Times article (18.9.15 - *"Growing estate may get its own parish council"*) as saying: "Personally I think it would be great for the estate. It would give us more formal representation; we are the size of a village already and still expanding."

#### **D. Rushbrooke with Rougham Parish Council**

The Rushbrooke with Rougham Parish Council approved the following Resolution on 26th October 2015: "Moreton Hall Ward should remain part of the Bury St Edmunds Town Council and not become a separate Parish." This submission was co-signed by the Borough and County Councillors, Cllrs Mildmay-White and Clements (see below).

#### **E. Cllr Sara Mildmay-White (Rougham Ward)**

Supports the Rushbrooke with Rougham Parish Council submission and advocates no change to the current arrangements i.e. Moreton Hall remains part of Bury St Edmunds



parish for the following reasons:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Create a strong sense of community identity.

She also commented: "If Moreton Hall were to be parished the whole of Bury St Edmunds would need to be too. I believe this would lead to a fragmentation of the town, difficulties over individual parish precepts on a street by street basis, confusion on wider strategic consultations and decisions. A strong town council is best placed to serve all the residents of Bury St Edmunds."

#### **F. Cllr Terry Clements (Horringer and Whelnetham Ward and Thingoe South Division)**

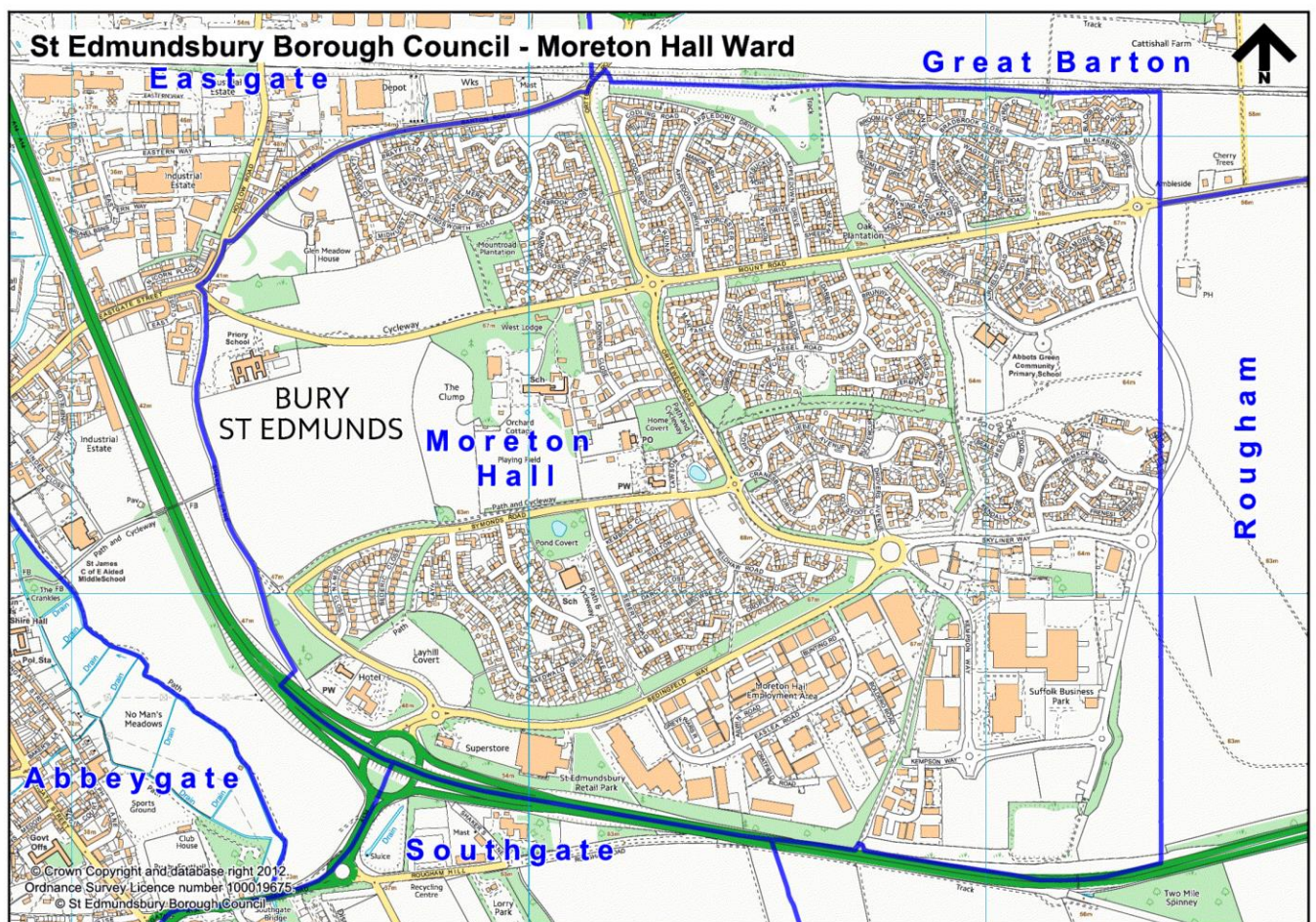
Supports the Rushbrooke with Rougham Parish Council submission.

#### **G. Cllr David Nettleton (Risbygate Ward and Tower Division)**

Ask Moreton Hall residents. Reason: "Simply relying on website contributions is passive not active. First define 'Moreton Hall' then write to 10% of residents to explain the proposal and provide voting slip and prepaid return envelope."

#### **Map**

The existing boundary of the Borough and Town Councils' Moreton Hall Ward is shown below for information only (not reflecting possible changes under issues 4, 6 and 8). A suggested boundary will be required to test through consultation if a recommendation to create a new parish council is approved.



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<b>Issue No.</b>	<b>8. 29 Primack Road, Bury St Edmunds 67, 87, 89, 91, 93 and 95 Mortimer Road, Bury St Edmunds</b>
<b>Area or Properties Under Review</b>	The parish boundary between Bury St Edmunds and Rushbrooke with Rougham in the vicinity of Mortimer and Primack Roads.
<b>Parishes</b>	Bury St Edmunds Rushbrooke with Rougham
<b>Borough Wards</b>	Moreton Hall Rougham
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Email/Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	12 electors affected.  The impact on Rushbrooke with Rougham parish and Bury St Edmunds parish is minimal.
<b>Analysis</b>	<p>The consensus is that the boundary should be moved so that the properties are included in the Bury St Edmunds parish (Bury St Edmunds Town Council).</p> <p>The Working Party will need to consider this issue with reference to the recommendation for Issue No. 4 – Vision 2031 Strategic Site “Moreton Hall” as this will directly impact on this issue.</p>

<b>Summary of comments received during Phase 1</b>
<b>A. Response of Bury St Edmunds Town Council</b>
Bury St Edmunds Town Council have indicated that the existing electors’ preference should determine the boundary.
<b>B. Local electors</b>
Two local electors from two different properties that are directly affected made responses during the consultation. They both indicated that the boundary should be moved outwards so that their property was in Bury St Edmunds parish and therefore represented by Bury St Edmunds Town Council.
<p>(a) <b>One</b> elector gave the following reasons for the boundary change:</p> <ul style="list-style-type: none"> <li>• Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.</li> <li>• Create a strong sense of community identity.</li> <li>• Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.</li> <li>• Give easy access to good quality local services for new and existing residents.</li> <li>• Improve the capacity of a parish or town council to delivery better services and to represent the community’s interests effectively.</li> </ul>

Supporting these preferences, the respondent commented:

- *"For the first five years of living here I was and voted in Moreton Hall area and wish to return to this."*

(b) **One** elector gave the following reasons for the boundary change with no further comments:

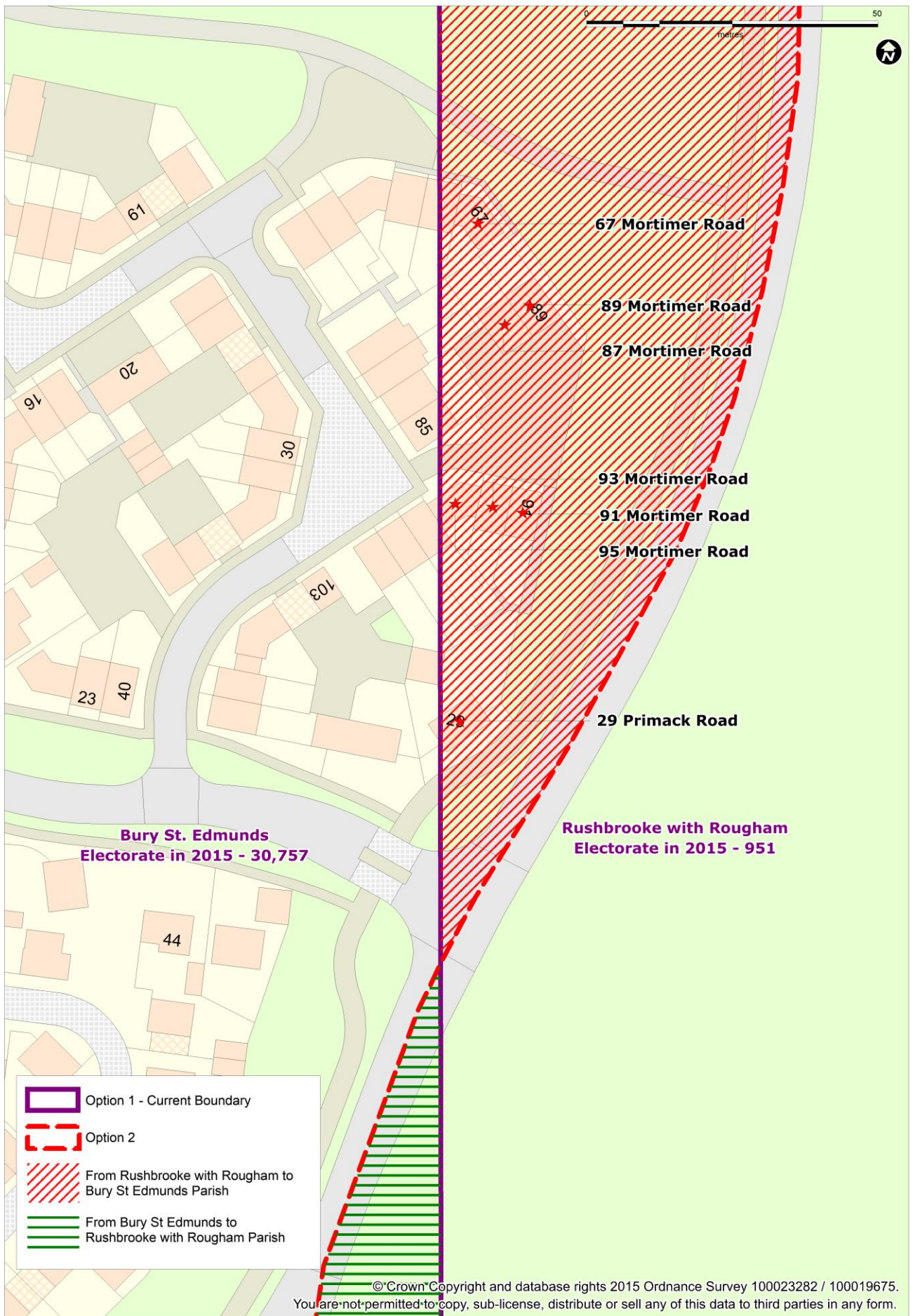
- Create a strong sense of community identity.
- Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.
- Give easy access to good quality local services for new and existing residents.

### **C. Cllr David Nettleton (Risbygate Ward)**

Supports the moving of the boundary so that the properties are included in Bury St Edmunds parish.

#### **Map**

The map overleaf suggests an option for moving the boundary – this will need to be taken in conjunction with the outcome of issue 4.



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<b>Issue No.</b>	<b>9. 71, 73 and 75 Home Farm Lane, Bury St Edmunds</b>
<b>Area or Properties Under Review</b>	The parish boundary between Bury St Edmunds and Nowton to the rear of 71, 73 and 75 Home Farm Lane
<b>Parishes</b>	Bury St Edmunds Nowton
<b>Borough Wards</b>	Horringer and Whelnetham Moreton Hall
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	<p>Only 73 Home Farm Lane (two electors) has the majority of the property in Nowton parish, but the boundary dissects the gardens of 71 and 75 Home Farm Lane (which are in Bury St Edmunds parish).</p> <p>There is minimal impact on the two parishes but considerable impact to the affected property and electors.</p>
<b>Analysis</b>	The consensus is that the boundary should be moved so that the properties are included in the Bury St Edmunds parish (Bury St Edmunds Town Council).

<b>Summary of comments received during Phase 1</b>
<p><b>A. Response of Bury St Edmunds Town Council</b></p> <p>Bury St Edmunds Town Council have indicated that the existing electors' preference should determine the boundary.</p>
<p><b>B. Local electors</b></p> <p><b>Move the boundary outwards so the properties are wholly in Bury St Edmunds parish (and represented by the Town Council).</b></p> <p>Three local electors from two different properties that are directly affected made responses during the consultation. They both indicated that the boundary should be moved outwards so that their property was in Bury St Edmunds parish and therefore represented by Bury St Edmunds Town Council.</p> <p>(a) <b>One</b> elector gave the following reasons for the boundary change:</p> <ul style="list-style-type: none"> <li>• Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.</li> <li>• Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.</li> </ul> <p>Supporting these preferences, the respondent commented:</p> <ul style="list-style-type: none"> <li>• <i>"Ensure we are in Southgate Ward."</i></li> </ul> <p>(b) <b>Two</b> electors gave no reasons for the boundary change and had no further comments.</p>

### C. Cllr David Nettleton (Risbygate Ward)

Supports the moving of the boundary so that the properties are included in Bury St Edmunds parish.

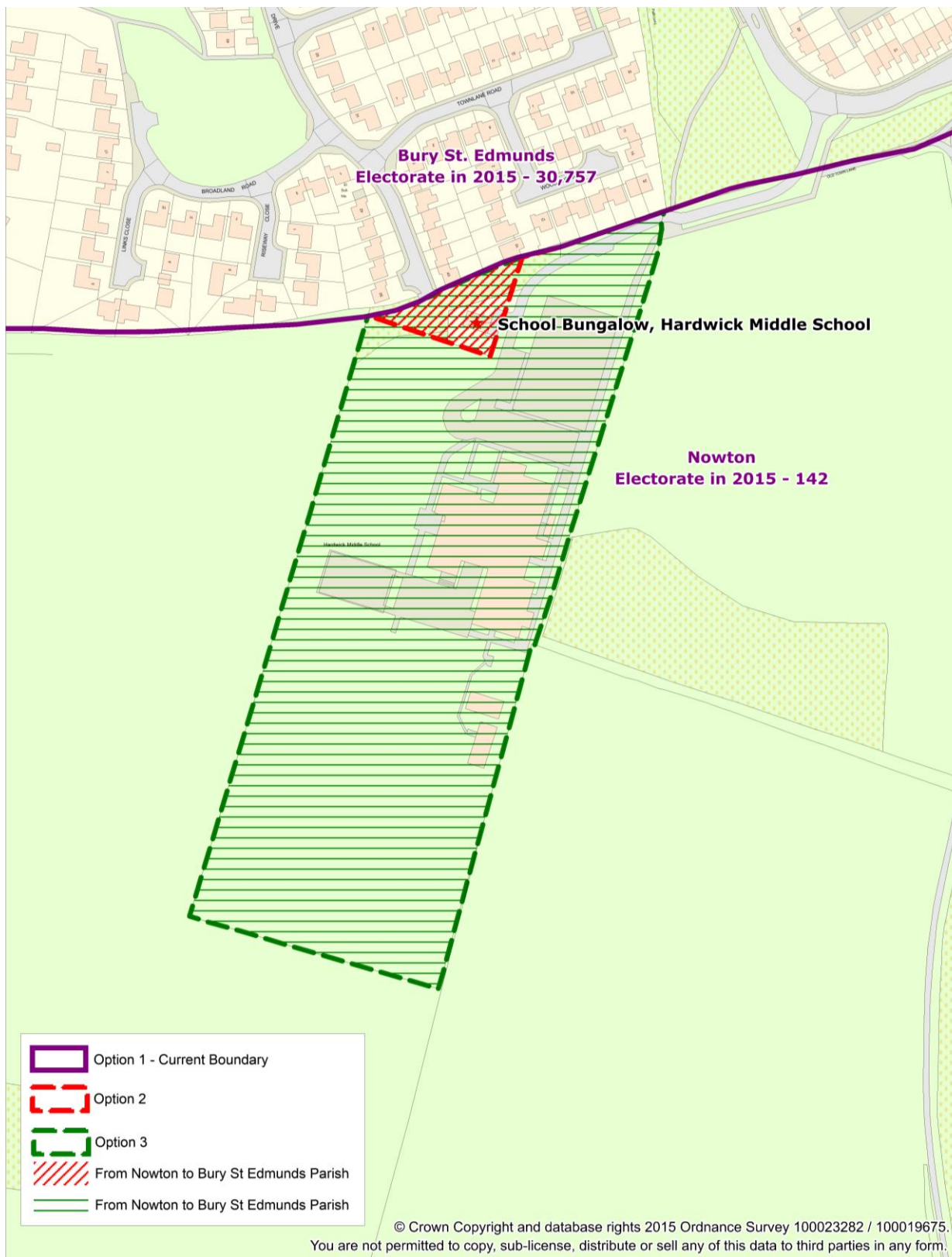
#### Map



<b>Issue No.</b>	<b>10. School Bungalow, Hardwick Middle School, Bury St Edmunds</b>
<b>Area or Properties Under Review</b>	The parish boundary between Bury St Edmunds and Nowton in relation to Hardwick Middle School.
<b>Parishes</b>	Bury St Edmunds Nowton
<b>Borough Wards</b>	Horringer and Whelnetham Moreton Hall
<b>County Divisions</b>	Eastgate and Moreton Hall Thingoe South
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Email/Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	There is minimal impact on electorate numbers for the two parishes – only two electors are affected.
<b>Analysis</b>	<p>Only one response was received proposing that the boundary should be moved so that the properties are included in the Bury St Edmunds parish (Bury St Edmunds Town Council).</p> <p>The Working Party will need to consider the evidence received to date and determine, for further consultation purposes, whether the boundary should be moved, and if it is moved whether it should include the whole of Hardwick Middle School.</p>

<b>Summary of comments received during Phase 1</b>
<b>A. Response of Bury St Edmunds Town Council</b>
Bury St Edmunds Town Council have indicated that the existing electors' preference should determine the boundary.
<b>B. Local electors</b>
No responses were received from the local electors.
<b>C. Cllr David Nettleton (Risbygate Ward)</b>
Supports the moving of the boundary so that the School Bungalow is included in Bury St Edmunds parish.
<b>Map Overleaf</b>

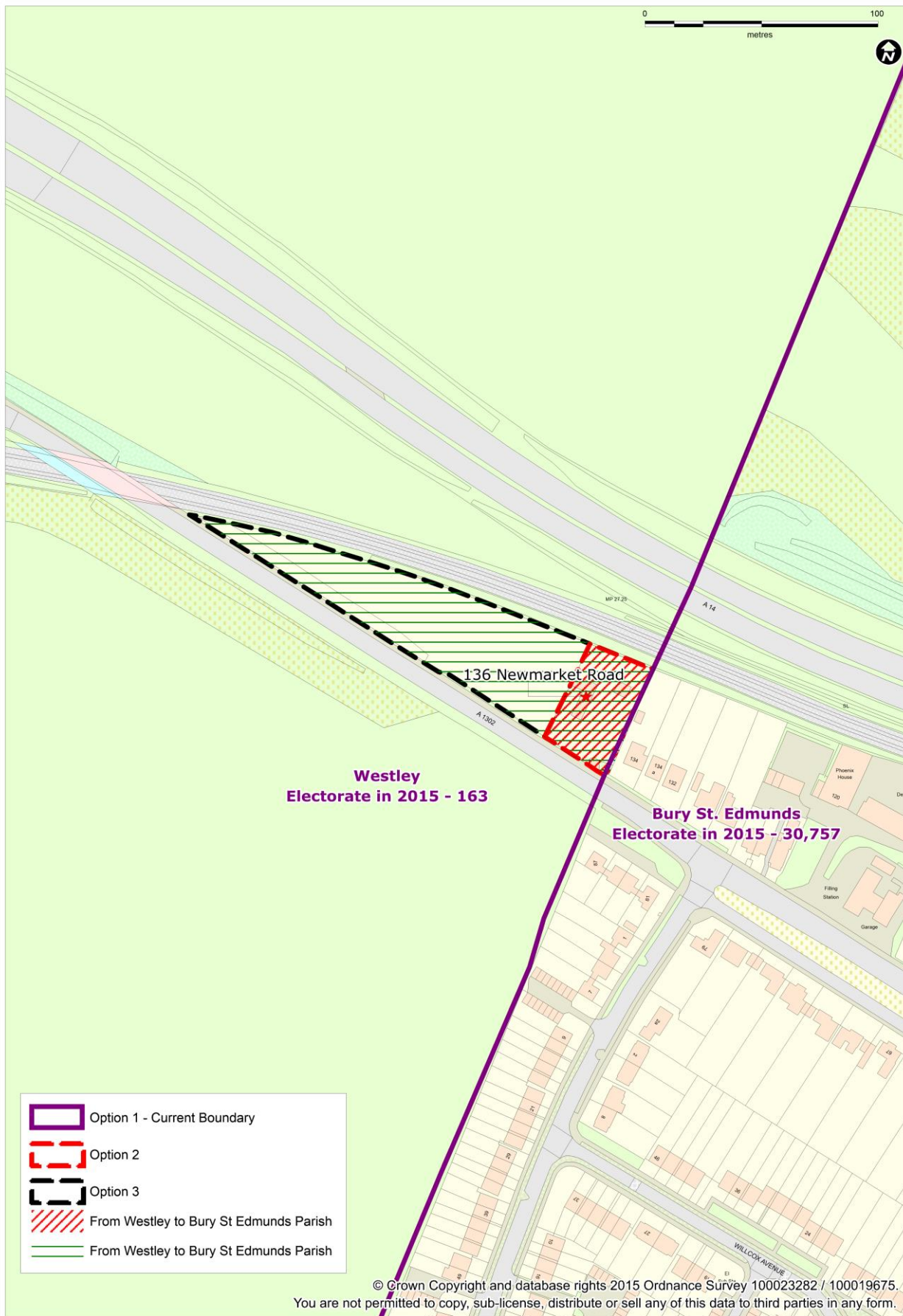






<b>Issue No.</b>	<b>11. 136 Newmarket Road, Bury St Edmunds</b>
<b>Area or Properties Under Review</b>	The parish boundary between Bury St Edmunds and Westley
<b>Parishes</b>	Bury St Edmunds Westley
<b>Borough Wards</b>	Barrow Minden
<b>County Divisions</b>	Thingoe South Tower
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents]</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	There is minimal impact on the two parishes but considerable impact to the affected property and electors.
<b>Analysis</b>	The consensus is that the boundary should be moved so that the properties are included in the Bury St Edmunds parish (Bury St Edmunds Town Council). This issue needs to be considered in conjunction with issue 2

<b>Summary of comments received during Phase 1</b>	
<b>A. Response of Bury St Edmunds Town Council</b>	
Bury St Edmunds Town Council have indicated that the existing electors' preference should determine the boundary.	
<b>B. Local electors</b>	
Two local electors from the property in question made responses during the consultation. They both indicated that the boundary should be moved outwards so that their property was in Bury St Edmunds parish and therefore represented by Bury St Edmunds Town Council.	
(a) <b>One</b> elector gave the following reason for the boundary change: <ul style="list-style-type: none"> <li>• Give easy access to good quality local services for new and existing residents.</li> </ul>	
<b>C. Cllr David Nettleton (Risbygate Ward)</b>	
Supports the moving of the boundary so that the property is included in Bury St Edmunds parish.	
Supporting comments: <i>"I have been putting election leaflets through the letterbox of this property since 2001. I wish someone had told me it is in Westley parish."</i>	
<b>Map</b>	
The map overleaf shows two possible options if this issue is taken in isolation to issue 2 in this review (West Bury St Edmunds)	



<b>Issue No.</b>	<b>12. Vision 2031 Strategic Site "North-West Haverhill"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Haverhill Little Wrating Withersfield
<b>Borough Ward</b>	Haverhill North Withersfield
<b>County Divisions</b>	Clare Haverhill Cangle
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (if applicable)</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Little Wrating Parish was 111. Haverhill Parish's electorate was 18,202. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 1,909 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>The boundary of Haverhill was moved at the last CGR in 2010 to incorporate the growth site, but is included in this review along with the other growth sites for completeness. No-one has suggested moving the properties out of Haverhill, so the main issue is therefore one of whether to make a further adjustment to the external town boundary.</p> <p>A key point with this issue, however, is that a consequential change was not made to the borough ward and county division boundaries at the time of the last CGR as there were no electors involved (or any other consequential changes required elsewhere in the Borough). So these are not currently coterminous with the parish boundary. It is therefore recommended that this issue is resolved with the LGBCE as a consequential amendment to this review (or as part of the next electoral review) irrespective of whether the parish boundary changes.</p>
<b>Analysis</b>	There is consensus between the Town Council and Little Wrating that the properties from the growth site should remain in Haverhill Parish. Of the small number of local electors and councillors who commented, this is also the preferred course of action for the majority. There is, however, not agreement on whether to leave the boundary as it is, or to make a minor adjustment, and this is a matter the Working Party will need to address at this meeting.

## Summary of comments received during Phase 1

### A. Response of Haverhill Town Council

***Important note: Haverhill Town Council has submitted one response to all of the issues affecting its parish. As it would be hard to separate out the text between all issues, and to avoid repetition it is included in full under this issue only.***

We are proposing that the three identified development sites in the CGR consultation documents for Haverhill area are most appropriately considered as part of Haverhill and therefore the boundary is amended to suit. We believe that the "status quo" would harm village parishes and be unfair to Haverhill. The argument for this boundary change is set out within this document, relative to the criteria described by the Borough in their consultation guidance.

*1 - Impact on interests, identities and community cohesion Community governance arrangements should reflect the identity and interests of local communities.*

Electors should be able to identify clearly with the parish in which they are resident as this sense of community lends strength and legitimacy to the parish structure.

Hanchett End to Withersfield: There is no break in the Built Up Area Boundary between Hanchett End and the rest of Haverhill. However, to reach the main settlement of Withersfield the electors of Hanchett End clearly leave their settlement and follow a road with a national speed limit, crossing open farmland and only then encounter the [welcome to] Withersfield sign which is set on the outskirts of the village at the beginning of a 30mph zone. The "Welcome to" Haverhill sign is 200m west of the Spirit of Enterprise Roundabout, well inside what is currently Withersfield parish.

The NW Haverhill development is almost entirely within Haverhill – probably only back gardens would be in Little Wrattling. We think there can be little argument against the boundary being moved to ensure all of a property lies within a single parish.

NE Haverhill to Little Wrattling: The new development would form a continuous built up area with Haverhill and the NW Haverhill development. It would have no spatial relationship to the very small hamlet of Little Wrattling and in terms of clearly identifying the parish which electors are resident in, it would be nonsensical to split a new development over two or more parishes.

NE Haverhill to Kedington: There are no direct roads proposed for connecting the Great Wilsey development to Kedington and the only way new residents could reach the village to take part in community activities including voting would be to drive into Haverhill, through it and then through either Little Wrattling or Calford Green to arrive in the village centre. By contrast, residents of the Great Wilsey development could walk easily directly to Haverhill town centre, schools and other community facilities.

*2 - In terms of geography, it is also desirable for parish boundaries to be readily identifiable if possible. This can be by reference to physical features on the ground, or may follow adopted electoral ward boundaries in the Borough.*

Hanchett End: The location of the site is clearly within a triangle formed by the old and new A1307, adjacent to the "Spirit of Enterprise" symbol associated with Haverhill. Satellite pictures show a very clear man-made and separate, but just as clear, natural boundary. HTC has proposed a boundary that follows these features. As this would leave a rather impractical 200m wide section of Withersfield parish at the A1307, the proposal is to take the Haverhill boundary to the Cambridge border.

NW Haverhill: This development is almost entirely within the Haverhill parish boundary

already. In the unlikely event that any new homes fall outside the current boundary, it may only be a section of garden. The proposal is that the boundary encompasses the area set aside for the development, including the area north of Hales Barn Road which has a roundabout already constructed to allow the land to be developed in the medium future.

Great Wilsey: NE Haverhill as a development has met with a degree of hostility from some residents of Kedington, whose community has campaigned for the clearest demarcation between it and Kedington. The current proposals link only with Haverhill by means of road connectivity and schools. Therefore a clear geographical boundary is proposed by the developers, putting the development clearly 'in with' Haverhill, which this Council welcomes.

In relation to both NW Haverhill and Great Wilsey, the following is a quote from Great Wrating Parish Council minutes 18/11/10:

*5. NW Haverhill Development Update: GA updated the Council that he has recently met with Rob Maidment from Little Wrating Parish regarding the Masterplan including North West Haverhill. They will next be meeting in December. GA is happy to draft letter objecting to the density and height of the proposed new housing. He will also request that housing is of executive type and there be a good buffer of trees between Haverhill and the Wrattings.*

*6. Boundary Changes to Little Wrating: As above GA has been in talks with Little Wrating Parish and proposed changes to the boundary that would possibly make approx 22 houses from Little Wrating become part of Haverhill. It is being discussed that the remainder of Little Wrating will become part of the Great Wrating and hence the Parish Council. If this goes ahead, there will be a formal consultation.*

Boundary with Essex: The proposal moves the county boundary to enclose Haverhill Golf Course within Haverhill rather than be split across two counties and three parishes. The proposed boundary then follows the ridge line westward, to the south of the bypass before rejoining the existing county boundary. This removes all of the issues caused by the boundary criss-crossing this road.

*3 - Community governance should also help with community cohesion i.e. how the different groups that make up communities get on with each other and whether they have a shared sense of what they want for their area.*

Haverhill Town Council recognises that although the proposed developments are not going to spring up quickly, it is the case that a large influx of new people does have the potential to change a community. In particular, with no shared sense of history and by sitting outside of the central settlement of the parishes of Withersfield, Little Wrating and Kedington, there will not be a shared sense of what the new community needs and what the existing community have historically planned for themselves.

In relation to Little Wrating, HTC note this small settlement does not have a Parish Council. It should hold a Parish Meeting at least annually but we were unable to find details of when this last happened so do not know the wishes of this community in regard to boundary change, other than what was said at Great Wrating Parish Council in 2010 (above). We assume that this very small hamlet with 111 voters has developed its own identity which the proposed Great Wilsey Development would undoubtedly drown out if allocated into that parish. We assume that the people of Little Wrating do not want this to happen.

*4 - A key contributor to community cohesion is integration which is what must happen to enable new residents and existing residents to adjust to one another.*

The 2031 balance of electors in the small parishes suggests that even with warding, the decision making power would shift to be with the new developments, as the electors in those hugely out-number and can out-vote the existing voters if the existing boundaries were retained.

Furthermore, the existing community facilities may not be sufficient to cope with quadrupling of the population, requiring new community facilities to be built. Naturally, the commitment of developers to provide community space within the new developments, coupled with the weight of population being located there, means new provision will be on those new developments rather than in the current parish centre. Unless the parishes intend to maintain multiple meeting spaces, this could lead to the existing village halls being sold off, to the detriment of the original locals, or if they are kept for their historical social value to the established community, create a social split developing between the established and new population having separate meeting spaces.

5 - In carrying out the CGR the Borough Council should reject any proposals which it has reason to believe will act against the interests of either the local community or surrounding communities, particularly where the effect would be likely to damage community cohesion.

As mentioned above, there is a potential threat to community cohesion of the small parishes if the existing population find they lose power on their parish council and in community-based decision making lose out to the voting power of the new development. Discussions over issues such as traffic-calming would be reversed, as the new majority would not experience or understand traffic issues other than that they want to drive freely through their own village, rather than agree to speed mitigation. There is a real risk that the outcome is resentment or the new community being excluded in order to 'protect' the existing order of things in a village parish.

By moving the boundary, the new developments will be joined 'officially' to Haverhill and to a very well-resourced community which has experience of maintaining cohesion in a large town. The incremental costs of expansion of provision are proportionately much less. It also prevents the scenarios described above, allowing the small surrounding communities to continue with 'business as usual' as clearly defined and identified village parishes.

6 - It is also desirable that any new arrangements do not upset historic traditions but do reflect changes that have happened over time, such as population shift or additional development, which may have led to a different community identity. Therefore, when sharing your views on this CGR you might like to tell us how your proposal will:

i. Help create distinctive and recognisable communities of interest, with their own sense of identity and a strong 'sense of place';

The developments proposed for Haverhill have been distinctly and exclusively referred to as Haverhill developments. The sense of place, community of interest distinctiveness has been "Haverhill". Haverhill is a large town and has an established parish infrastructure to which these developments are significant but certainly not overwhelming additions. In proposing boundaries, Haverhill Town Council has considered the sense of place 'arriving home' – that sense of arriving back into your home town. From the West, the Spirit of Enterprise is the waymarker for Haverhill. From the East, it is more complicated because of the proximity of Little Wrattling, but certainly the Fox Public House is the beginning of current continuous habitation. Whether the owners of the homes on the A143 opposite the new Great Wilsey development would consent to being in Haverhill is a matter for them, but the proposed roundabout to serve the new development is likely to be a good marker for 'arrival' at Haverhill from Bury St Edmunds.

From the south, the boundary is defined by the county and borough boundary which falls outside this consultation. However, the argument for sense of place very strongly

suggests that the administrative boundaries need to reflect the pattern of everyday life. The roundabout at Sturmer should, along with the A1307 bypass, all clearly be inside Haverhill. For the county boundary to leave isolated stretches of road in a different county to the stretches either side is very unsatisfactory, as is having a county boundary within the built-up area boundary of the town. The southern boundary should follow the ridge line to the south and west of Haverhill. This has been illustrated on enclosed maps, for reference.

ii. Reflect patterns of everyday life for those living and working in the affected area;

The proposed road networks for these developments are facing Haverhill; the developers have been encouraged to do this and discouraged from improving links to the actual parish centres, often by those parishes themselves. If any of the developments are instead to be linked with those smaller parishes after all, it will be a vital necessity to revisit road layouts to create the sense of place linked with the smaller parishes, so everyday life takes families, school journeys and commuters into the heart of those communities. Clearly road widening within those parish centres may also be necessary to accommodate the thousands of new residents.

iii. Build upon what new and existing communities have in common, and serve everyone in those communities;

Haverhill is a community of "incomers", to use a phrase from village life. Everyone has a story about where their family lived before moving to Haverhill. The new communities will therefore have the same life narrative as the existing community. In joining the Haverhill community, it will be easier for new families to fit in. It is more difficult to build relations and feel part of a community when that existing community has been campaigning against your home being built.

iv. Encourage a sense of civic values, responsibility and pride;

Haverhill is a forward looking and positive community which has a history of welcoming change. The town has welcomed proposals for the new developments and recently overwhelmingly supported proposals for the Town Centre Masterplan based on creating a town centre to service the enlarged population. It has an active town council that puts on a large number of events and activities to boost civic pride on a scale that can cope with many hundreds more people turning up to them.

v. Generate a common interest in parish affairs and improve participation in elections; and/or

The capacity of Haverhill Town Council to engage with new communities already exists. It will be necessary to review the Town warding, preferably keeping this coterminous with Borough warding. Given the distance and road conditions, it is a barrier to participation in elections for residents of Hanchett End to walk to Withersfield Polling station in the village hall, along a road with a national speed limit but without a pavement. It is perfectly realistic for those same electors to instead walk to the Haverhill polling station at Sainsbury's in Hanchett End itself. Whilst Hanchett End voters could have a separate polling station at Sainsbury's, it would hardly be in the spirit of generating a common interest in parish affairs for those 'Withersfield' electors to be told they cannot go and vote alongside their fellow parish electors.

Requiring Great Wilsey electors to vote in Kedington itself would be impractical, due to the distance necessary to travel and the number of voters allocated to the Community Centre. Undoubtedly a separate polling station would be required, which would create the same sense of remoteness to village affairs as described for Hanchett End.

Whilst the need for a separate polling station would still be the case with Great Wilsey in Haverhill, that perfectly chimes with the shared identity of living in a town with multiple

polling stations.

vi. Promote strong and inclusive local community organisations and activities.

Haverhill has a range of thriving social and sporting organisations for new people to join. There is something for everyone within the town. The Town Council arranges a good mix of community events around the town which are used to promote the many clubs and organisations in town, plus services offered by other principle councils. There is a large cinema complex, leisure centre and thriving Arts Centre.

7 - Impact on effective and convenient governance

An important aspect to the CGR is ensuring that local people have a say in the way their neighbourhoods are managed, with an effective parish level organisation able to do that on their behalf. The convenience and quality of services provided at parish level is also important. Therefore, when sharing your views on this CGR you might like to tell us how your proposal will:

i. Help a community to be well run, with effective and inclusive participation, representation and leadership;

The proposed change of boundary will enable a review of the parish warding to provide equitable representation of the existing and new population.

Little Wratting does not have a parish council. If the boundaries were not moved, the approximate 1200 new electors would outnumber the existing electorate 10:1. Little Wratting would be a tiny adjunct to the main population of the parish and be ran from and represented by, people from the new development. If this is an acceptable scenario for the existing population, then Little Wratting as a whole might as well be subsumed in its entirety into Haverhill. Our assumption is that even without a parish council the residents of Little Wratting have a sense of place they want to retain. For that reason alone, it is important to move the boundary. It may be a good opportunity to revisit the 2010 discussions between Great Wratting Parish Council and the residents of Little Wratting to become a single parish.

The residents of properties north of Melbourne Bridge have found Haverhill is now on their doorstep. Future development will wrap around that small community. Whether many of the current residents have known the situation any different to how it is now, we do not know. However, given that it is now physically part of Haverhill and is some distance from the centre of Withersfield suggests they need a voice representing their views about Haverhill more than Withersfield.

ii. Give easy access to good quality local services for new and existing residents;

The proposed road layouts of the new developments link them to Haverhill. Naturally they will find the services and facilities provided for the community through the precept easy to access and relevant, being already designed for a large population.

iii. Improve the capacity of a parish council to deliver better services and to represent the community's interests effectively; and/or

Whatever decision is eventually made, the number of additional new homes will provide a precept income which can be used to deliver better services. The challenge for the village parishes is how to balance the needs of the two populations and represent all the interests equally. The precept cannot just be harvested from the new population to be spent on the existing settlement. Haverhill Town Council believes that the scale of these developments would be destabilising for village parishes and for that reason anticipates that none will want the boundaries to be left unchanged. The developments are designed to be part of Haverhill and the town council offers services that can be extended as necessary to benefit them.



iv. Give users of parish services a democratic voice in the decisions that affect them, as well as a fair share of the costs.

The new developments face Haverhill and are marketed on the back of the benefits of being part of Haverhill. Haverhill has a strong Town Council, with no vacancies and all four wards were contested at the last elections. In terms of fair share of costs, the developers have worked hard to 'protect' villages such as Kedington from the impact of new homes. It would be difficult to argue that the new residents would not be accessing Haverhill services. Having created 'separation' between smaller settlements and the new developments, it would be difficult for the new community to be actively involved in decision making in the parishes or access facilities in those village centres to which they would have contributed.

8 - The national guidance is clear that the key issue for the CGR is how best to provide the conditions for effective and convenient local government in the long-term. However, the Borough Council recognises that it is inevitable that parish precepts (the parish council's share of the Council Tax) will influence some consultation responses for the CGR.

- Haverhill £111.75
- Kedington £69.52
- Little Wratting £0.00 (no parish Council)
- Withersfield £28.85

It is noted that the Haverhill precept is the highest of the four parishes and therefore it is quite possible existing residents of parishes who potentially would be brought into Haverhill would resist a boundary change on the basis that they can access Haverhill services without having to pay for them. We are confident that the Borough will recognise that this is an understandable but unfair stance for residents to take, which if anything underlines the importance of change.

9 - Impact on electoral arrangements. The Borough Council will pay particular attention to existing levels of representation, the broad pattern of existing council sizes and the take-up of seats at elections in its consideration of this matter. Parishes wishing to increase numbers of councillors must give strong reasons for doing so. Parishes can also be divided into wards where the number and distribution of local government electors, or other local factors, would make a single election of councillors impractical or inconvenient.

- Haverhill: 16 seats all contested in May 2015, 25 candidates, 16 elected
- Kedington: 9 seats uncontested in May 2015, 9 Councillors elected
- Little Wratting: No Parish Council, no details of election of Chairman of parish meeting.
- Withersfield: 7 seats uncontested, 2 remain vacant at May 2015

From the above, it can be clearly seen that Haverhill Town Council is a democratically elected body which has a vibrant political foundation to it.

10 - The Government's guidance is that the warding of parishes in largely rural areas that are based predominantly on a single centrally-located village may not be justified.

Haverhill agrees that warding existing small parishes would not resolve the issue of balance between the historic centrally located village and housing on the periphery of Haverhill. The balance of electors would still leave the existing residents outnumbered, even if they were guaranteed under warding to have a representative Councillor. It would

potentially be a source of community disharmony that villagers find their representation 'relegated' from all Councillors to perhaps one or two.

11 - When considering parish ward boundaries the Borough Council should consider the desirability of fixing boundaries which are, and will remain, easily identifiable, as well as taking into account any local ties.

Haverhill's proposals follow easily identifiable boundaries based on the principle of "arriving home" to Haverhill – the point at which most residents, living anywhere in Haverhill, believe they have entered the town. Below are ten images of Haverhill which people will recognise – however none of them are currently within the parish boundary. As Haverhill landmarks, they should be within the town.

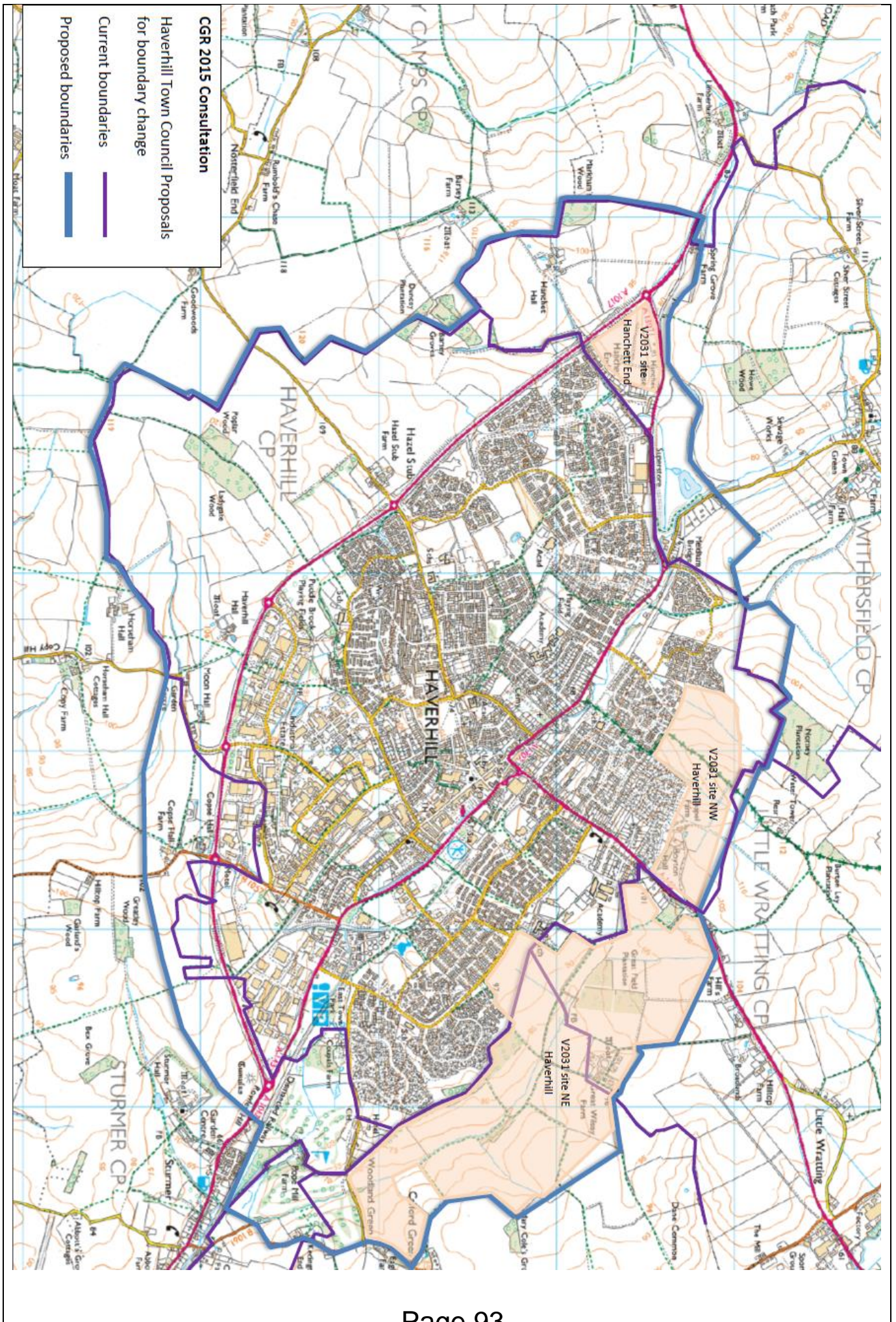


Clockwise:

1. Flying Shuttle, Withersfield
2. Haverhill Business Park, Essex
3. Culina Distribution, Essex
4. 'Welcome to Haverhill' sign, Withersfield
5. Haverhill Research Park, Withersfield
6. Haverhill Spirit of Enterprise, Withersfield
7. Sturmer Road Roundabout, Sturmer
8. Days Inn, Essex – including Haverhill Tourist Information
9. 'Essex' sign in middle of the roundabout
10. The Fox Public House, Little Wratting









## **B. Response of Little Wratting Parish Meeting**

For reasons of practicality and community the boundary should remain "as is" having already been changed in last CGR to take account of pending NW Haverhill development.

## **C. Response of Withersfield Parish Council**

It was agreed that the Parish Council should take no formal view at this particular point in time but should address the full consultation in due course. In the meantime, parishioners are being encouraged to respond individually to the current online survey. This has been done through an insert which was placed in the September edition of Withersfield News; the insert was written by the Chairman immediately following the meeting and the newsletter has now been distributed, with extra copies being delivered to residents of The Arboretum estate. Once firm proposals have been received, the Parish Council will hold an open meeting to which all parishioners will be invited.

## **D. Local Electors**

One local elector emailed the Council to comment:

*"As a resident of Haverhill I believe that to be just and fair the parish Boundary for Haverhill should be expanded to include all areas where new developments are taking place, or about to take place or planned to take place. In fact it would be much fairer on the villages that border Haverhill for them to be brought into an expanded Haverhill as they would then have a say in all things concerning our town."*

14 other local electors responded directly to the Borough Council using the online questionnaire. One respondent identified themselves as a town councillor.

- 10 of the 14 (including the town councillor) supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council)
  - 8 felt it would improve the capacity of the town council to deliver better services and to represent the community's interests effectively.
  - 6 felt it would create a strong sense of community identity.
  - 4 felt it would generate interest in town affairs and improve participation in elections, local organisations and community activities.
  - 1 felt it would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
  - 1 felt it would give easy access to good quality local services for new and existing residents.

In support of their preferences, two commented:

- *"There are no 'natural' boundaries for these areas. There is a risk of communities losing their discrete identities as separations between the Town and villages encroach. Residents in the development areas will use shopping and leisure facilities in Haverhill, they ought to have influence in decisions affecting those facilities. Haverhill can absorb the residents whereas the village communities may be overwhelmed by substantial numbers of new residents. The sprawl of residents, beyond traditional village borders, will erode the character and nature of the parish communities."*
- *"The High Street / Queen Street are run down, and full of charity shops, No need to ever go into Haverhill Town centre."*

- The remaining 4 electors all called for no change to the current parish/town council boundaries i.e. the new properties will be in Little Wrattling or Haverhill parishes (as applicable).
  - All 4 felt it would improve the capacity of the parish council/meeting to deliver better services and to represent the community's interests effectively.
  - 2 felt it would create a strong sense of community identity.
  - 1 felt it would generate interest in town affairs and improve participation in elections, local organisations and community activities.

All four commented in support of their preferences, but at least two of the comments related to the impact on Kedington (and were from Kedington residents), so are recorded in issue 13 instead of below. However the sentiment in them was similar to the final of the following two comments:

- *"I have lived at the address for 17 years, and would like my house to stay as Little Wrattling ,also the new houses, being in Little Wrattling means the Little Wrattling community would grow and build a better parish"*
- *"Where are the sustainable jobs that there residents are going to fill? I do not want to be a suburb of Haverhill, I want to live in a village with the benefits that gives my family."*

#### **E. Cllr Mary Evans (Clare Division)**

I support Little Wrattling Parish Meeting and Withersfield Parish Council

#### **F. Cllr Jason Crooks (Haverhill South Ward)**

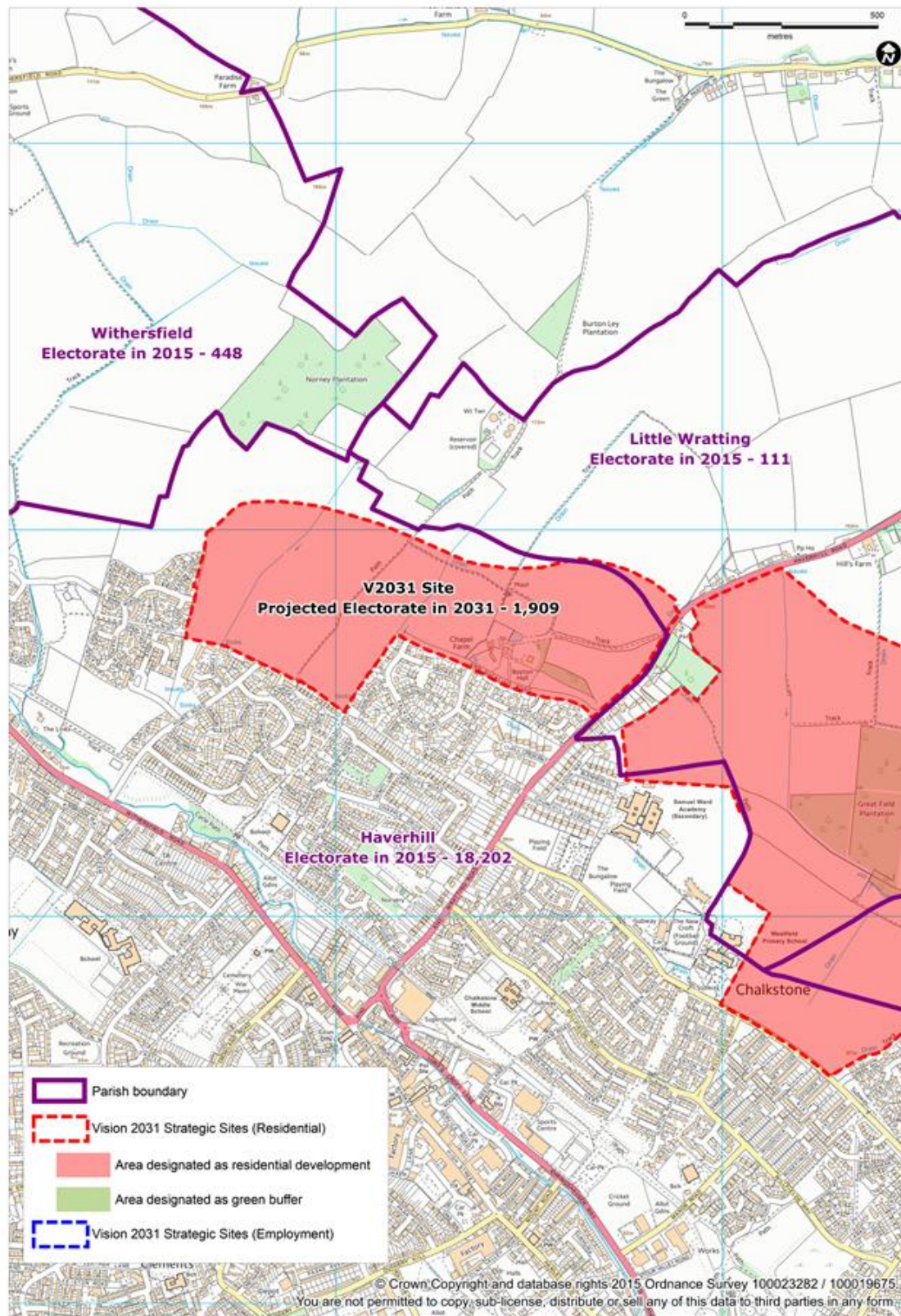
Councillor Crooks supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council) on the basis that this would:

- create a strong sense of community identity.
- generate interest in town affairs and improve participation in elections, local organisations and community activities.
- reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.

He commented: *"I support moving the parish boundaries so that all new development is within the parish of Haverhill. I would however OBJECT to moving the parish boundary so that Withersfields Approach Cottages and Melbourne Bridge (CB9 7RS) were moved into Haverhill parish. Melbourne bridge and all the houses on Queen Street should remain in Withersfield Parish."*

#### **Map Overleaf**

An alternative proposal was offered by the Town Council (see earlier map). The map below shows the growth site in relation to the current boundaries. The planning team advise that the 2010 boundary (shown on the map) follows the approximate line of the relief road, so there is currently no danger of houses encroaching into Little Wratting (the area north of the boundary is currently allocated as highways land/buffer).



<b>Issue No.</b>	<b>13. Vision 2031 Strategic Site "North-East Haverhill"</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Haverhill Kedington Little Wrattling
<b>Borough Ward</b>	Haverhill East Haverhill North Kedington Withersfield
<b>County Divisions</b>	Clare Haverhill Cangle Haverhill East and Kedington
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (if applicable)</li> <li>• Letters to existing electors within growth site</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorates of Little Wrattling and Kedington Parishes were 111 and 1,451 respectively. Haverhill Parish's electorate was 18,202. The estimate for <i>additional</i> electorate in relation to the whole of the Vision 2031 site is 4,150 electors i.e. when fully built. A more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site is included in Haverhill Parish it could be <i>temporarily</i> added to one of the existing town council wards (Haverhill East). A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p> <p>(b) If the growth site remains in Little Wrattling and/or Kedington, a new parish ward(s) could be created, with electoral arrangements based on five year electorate forecasts; or</p> <p>(c) If a new parish is created, the minimum council size of five councillors could be suggested, and this increased in subsequent CGRs as the electorate grew.</p>
<b>Analysis</b>	This issue attracted significant comment in phase 1 of the CGR, and excellent evidence was received to assist the Council in forming recommendations. A lot of this comment also related to the planning issues involved with the development itself. The relationship between the CGR and planning matters, and other general issues raised by respondents, are explained in section 1.4 of the main report to the Working Party and not repeated here.



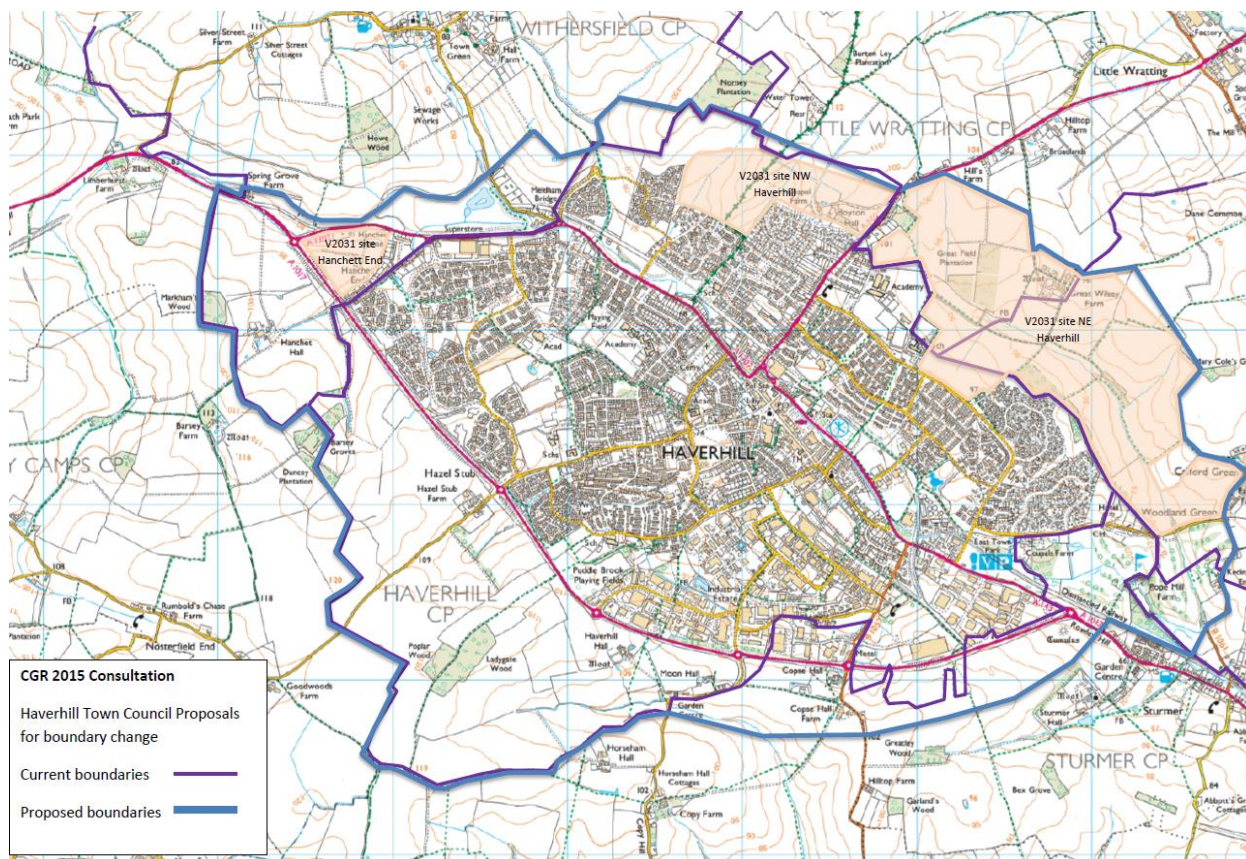
There is a consensus between the Town Council, Parish Council and Parish Meeting, and others, that the new homes should be in Haverhill Parish. Many public comments were received on this issue and, here, opinion was divided on what to do in terms of the boundary. However, there was strong consensus that the community identity of Kedington and Little Wrating needed to be protected by the CGR. The comments of many of those not wishing to see a change to the boundary also focused heavily on their objection to the new homes themselves, and their comments will be passed to the planning authority (subject to the data protection conditions under which the responses were provided).

## Summary of comments received during Phase 1

### A. Response of Haverhill Town Council

*Haverhill Town Council has submitted one response to all of the issues affecting its parish. As it would be hard to separate out the text between all issues, and to avoid repetition, it is included in full under issue 12 and not reprinted here (other than the map below for ease of reference). However, the Council's submission must be read to gain an understanding of the full evidence base for this issue.*

In summary, the Town Council supports moving its boundary to encompass this growth site.



### B. Response of Kedington Parish Council

#### 1. Impact on interests, identities and community cohesion

Kedington Parish Council finds itself in a very ambiguous position responding to the Community Governance Review and deciding whether or not existing parish governance arrangements should be amended in respect of the proposed new houses and/or



employment land included in the strategic growth site of North East Haverhill, as most of the 2,500 houses are shown as being built within the **current** Parish of Kedington and Little Wrating. The Masterplan for the proposed development of North East Haverhill has already been passed by St Edmundsbury Borough Council and the site included in the **Haverhill (not Rural) Vision 2031**. It was never made "transparent" by St Edmundsbury Borough Council during any public consultation of the development framework that there was the possibility of 2,500 houses being built in the Parish of Kedington and Little Wrating, as part of **Haverhill's** development. It could be said that the lack of transparency in the consultation for these new homes being built under the "guise" as being in Haverhill allows the Borough Council to "pillage and plunder" into another Parish and build houses without factual consultation with the Parish the houses are proposed to be built in. There is more than enough land within the Haverhill boundary on the other side of the bypass which could accommodate these houses and have less impact on villages and infrastructure; giving rise that no boundary review would be necessary between Haverhill and Kedington/Little Wrating.

The proposed houses will be built in the Parish of Kedington, **not Haverhill**, and this will greatly impact on the identity of Kedington and the rural hamlet of Calford Green, as there will be 2,500 "modern" houses in North East Haverhill (in an urban area) with a buffer zone between them and the 12<sup>th</sup> century "Domesday" village of Kedington, but with both settlements being in the Parish of Kedington. It would be very difficult to distinguish between community identity and interest, as one group of Parishioners would be linked to Haverhill in an urban development, whilst the other group would be linked to "village" life in Kedington, which is very different. There would be no shared sense of identity or what each group would want for their area because the two would be totally different. This would create very little community cohesion and integration between the two settlements.

Any boundary change proposals should have been put forward before the Haverhill Vision 2031 plan to build 2,500 houses went before the Inspectorate and was adopted by the Borough Council. Settlement boundaries are meant to be a planning tool for guiding, controlling and identifying limits to developments. In planning terms, there are policies for development, called settlement boundaries and development should be planned and contained within these limits. There are however, no policies for removing the urban edge of a development. If this was known to be a likely outcome of the Vision 2031 process, then such policies should have been written to protect neighbouring villages such as Kedington and the rural hamlet of Calford Green from the damaging aspects of over expansion of a town. Since there was no policy for removing the urban edge, then the proposal should reinstate and replicate the existing urban edge with new clearly defined Green Buffer, which would become the new settlement boundary of Haverhill and the final limit to the urban expanse. Landscape and visual impact are of material importance.

Policy CS1 states: "Any area outside the housing settlement boundary is considered to be countryside where there is a presumption against any further development".

Whilst a boundary may not be an obstacle to growth, it should not be necessary to push beyond the natural limit of a settlement until all other possible avenues for efficient land use have been explored. Before a site is considered outside a settlement boundary, it would be logical for all other suitable sites in Haverhill to be exhausted first and then all options for development outside the settlement boundary, but within the existing Parish/Town to be considered.

**Haverhill Vision 2031 document states:**

***5.13 The principle of extending the town towards the north-east has already been approved in the Local Development Framework Core Strategy. This***

***new neighbourhood will need to integrate with the existing town and deliver a mix of uses including homes, job, community and social facilities. Careful planning is required to ensure that merging with the nearby settlements of Little Wratting and Kedington (including Calford Green) does not occur.***

***How can the new neighbourhood integrate with the existing town if it is part of another Parish?***

**Extract from Policy CS13 St Edmundsbury Core Strategy Document states:**

***To maintain the identity and segregation of Kedington and Little Wratting from Haverhill.***

***The identity and segregation of Kedington and Little Wratting will be totally overshadowed by the new neighbourhood and Kedington especially will struggle to retain its identity as a 12<sup>th</sup> century village.***

## **2. Impact on effective and convenient governance:**

A Community Governance Review seeks to best provide the conditions for effective and convenient local government in the long-term. There is no certainty that Parish Precepts will influence the consultation response from Kedington Parish Council as Councillors are divided with their views.

If the boundary of Haverhill is moved closer to Kedington, the new development will fall to governance of Haverhill Town Council, which is probably why a boundary change was requested by them in 2014. If the boundary remains unchanged, the governance for most of the new development will be in Kedington Parish and this would undoubtedly result in problems as town residents would have a "voice" as to what happens in the "Parish of Kedington" and vice-versa and this would have a serious impact because of a lack of community cohesion and integration between the two settlements.

With the proposed development at North East Haverhill, this spills over the boundary into Kedington and the Community Governance Review seeks to address this. Surely it would have been better if the Community Governance Review was done first so to limit the impact on Kedington and Little Wratting.

## **3. Impact on electoral arrangements:**

At present, Kedington Parish Council has a complement of nine Parish Councillors. To add in a mix of 2,500 houses with a projected electorate of 4,150 in 2031 (double the electorate in Kedington) would have a dramatic impact on electoral arrangements.

## **SUMMARY**

This review/consultation is another "tick-box" exercise by the Borough Council, when the masterplan has already been passed for the 2,500 houses at North East Haverhill, most of which will be built in the Parish of Kedington. The consultation will exclude the opinions of the less fortunate and elderly by consulting by way of an on-line survey. If electors do not have access to the internet and live in the Parish, but not directly near the boundary, they will have no access to the Community Governance Review as they probably will not know it is taking place, which is contrary to the Guidance on Community Governance Reviews Section 2 (33) and Section 3 (50).

When the last Community Governance Review took place in 2010, Kedington Parish Council's comments were that:

***"plans to change boundaries should only be negotiated if planning permission for a development has already been submitted to the Borough Council; not for proposed developments. Plans for new developments should be contained within the existing boundaries"***

***"the principle of a community expanding into a neighbouring parish should not be allowed. In the case of Kedington, this would bring Haverhill even closer to Kedington and take away some of its rural identity"***

**Did these comments even get considered as part of the review? If they did, why do we now find ourselves in a situation when the masterplan for a development has been approved before the Community Governance Review had commenced.**

Kedington Parish Council has by majority vote, decided that it would be in the best interest of the Parish of Kedington if the boundary were moved, but this decision reflects the conflict in what is proposed for the development of North East Haverhill. The rationale behind the decision is that the Parish Council does not want to see the houses built in the first instance, but they do not want part of Haverhill being built in Kedington Parish, so reluctantly have to concede land within their current boundary for the purpose of development.

### **C. Response of Little Wratting Parish Meeting**

For reasons both of practicality and 'community', we have come to the following conclusions. The parish boundary to the north-west of the A143 should remain 'as is', having already been changed at the last CGR to take account of the pending North-west Haverhill development. On the southern part of the area to the south-east of the A143, there could possibly be some alterations to the boundary to take account of the 2031 document and the 'Wilsey' development. However, the more northerly section of this south-east area needs to remain as an ongoing part of the village community.

### **D. Local Electors**

As requested, the CGR was publicised by the parishes. 7 letters/emails were received and 43 local electors responded directly to the Borough Council using the online questionnaire.

#### **(a) Those favouring no change to the current boundaries or "other" options**

In total, just under 40 electors used the consultation to object to any change in the boundaries and/or the new development taking place.

7 letters/emails were received (from 10 electors) during the consultation period expressing a preference for no change to the current boundaries or strong objections to the new development. One of the emails was from a Kedington Parish Councillor who submitted a detailed and illustrated document explaining concerns about the planning process, as well as views on the CGR. This document is included in the summary of comments below. However, as much of the document related to matters which cannot be addressed through a CGR, this has been shared with the planning team so that the planning-related comments can still be taken on board. The comments of all of these correspondents are included in the summary of issues below, alongside online respondents.

28 of the 43 electors (65%) who responded online stated a preference for no change to the current parish/town council boundaries; used the "other" option in the questionnaire to state the same preference; or used the "other" option to object to the development itself taking place (in full or part). Their reasons given for these preferences were:

- 14 felt it would create a strong sense of community identity.
- 13 felt it would improve the capacity of the parish council/meeting to deliver better services and to represent the community's interests effectively.
- 10 felt it would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- 9 felt it would give easy access to good quality local services for new and existing residents.
- 8 felt it would generate interest in town/parish affairs and improve participation in elections, local organisations and community activities.

Many of these electors made supporting comments which expressed concerns about the actual development itself, as well as about matters relating to community governance. The most commonly cited concern was a wish to preserve the village and community identity of Kedington. As explained in the covering report, these comments will be collated and passed to the planning team as they cannot be addressed in a CGR. However, it is important to record the strength of feeling and to attempt to summarise the many comments made in this report. A very good flavour of the planning concerns raised (and strength of feeling) can also be gained from reading the response of Kedington Parish Council on behalf of their electors. However, as a record of the issues raised directly by these electors (with a sample of some typical comments under each theme)

### **Mentioned over 10 times:**

- Damage to village/rural character

*"We are writing to object to the proposed changes to the current boundary of the parish of Kedington. After reading the proposals we feel the village life will suffer in favour of new housing in Haverhill, losing countryside and community spirit, the schools and amenities will be stretched to the limits. So therefore we strongly object to the Boundary changes to Kedington."*

*"More homes have to be built but not so many that the surrounding villages get swallowed and lose their charm and character which is why we live in them."*

*"The proposed development would bring a huge increase in traffic with noise and pollution, a pressure on local schools and services, destroying the tranquillity here in the village, the environment, wildlife, the general aspects of rural life."*

*"The appeal and attractiveness of Suffolk and of Suffolk living is always portrayed in terms of its villages and their character. This review proposes dissolving popular historic villages into the town of Haverhill. This would be an irrevocable step and a considerable loss."*

*"I choose to live in a village not a town and have no wish for the two to become any closer."*

*"I moved from London to Kedington in 1965. There has always been a wonderful community spirit throughout the village with a full range of clubs and organisations to satisfy everyone. I strongly object to large-scale changes to the parish boundary because if this happens the heart of our community will go and the spirit will disappear.."*

○ Community identity/cohesion

*"As a local resident I don't want to see the boundary of Kedington moved as I want to keep the village as it is with its identity."*

*"Haverhill is a town with a different set of values and way of living. Kedington is a village with a village way of life. However, diversity already exists in Kedington with residents of different ethnicity and abilities living side by side"*

*"These villages have strong communities, hold community events, come together at key points in the year. Haverhill, sadly, has already lost these characteristics; it is a dormitory town which was created by a similar decision to the one proposed in this review"*

*"I moved to Kedington, after being happy in Haverhill for 7 years, because I wanted my family to have a village rural lifestyle which I believe in under threat with this development."*

*"Kedington has a very good community feel and I would hate to think we may lose this by becoming a suburb of Haverhill."*

*"This massive increase in housing will, I believe, act against the interest of the local communities and in time, will upset historic traditions and create a different community identity."*

○ Traffic concerns/pressure on highways

*"On top of this, this number of houses would have a big impact on the road network. The A1307 is already bad at peak times, this will only make matters a lot worse. As someone who uses the road to get to work, the queues of traffic at Linton will get intolerable."*

*"No more buses to Calford Green as road is not wide enough. Verges are being crucified. HGVs use Sturmer to Kedington as a short cut to Bury/Newmarket"*

*"I do not want any vehicular access as this would be used as a rat run to Thurlow to Cambridge as there are no new, sustainable jobs in Haverhill."*

*"Parking in the village at school times is already a huge problem. Boundary changes will add to these problems causing great danger to the children. Roads in the village (which are narrow) cannot take more traffic."*

○ Lack of infrastructure/jobs

*"The plan is not a plan for local people, it is for housing people who are expected to take jobs in the Cambridgeshire or wider employment area. It is not therefore clear how the needs of local people for jobs will be met. New occupants will potentially threaten to take away jobs from local people."*

*"We already have problems trying to get GP appointments having to wait 2 weeks for appointments sometimes longer. Can you imagine 5,000 houses will mean 10,000 plus people trying to get a Doctor."*

*"The current infrastructure of Haverhill does not meet the requirements of another 4 - 5 thousand people"*

*"Haverhill cannot provide the necessary health, transport and education services for the existing population. To add to the burden will damage community cohesion."*

*"Where are the sustainable jobs that people will be filling in Haverhill?"*

*"The effect of the proposed development of North East Haverhill may well be felt in Kedington in terms of its resources, infrastructure or roads. This could apply additional pressure on the primary school in Kedington in terms of class size and places available (I already cannot get my son into the school and I live five minutes' walk away), increasing traffic and potentially the effect of quality of life on Kedington's residents."*

*"We are fortunate to have a doctors surgery in the village but more clients would put great pressure on it. Disabled residents who cannot easily travel to the Haverhill surgeries would find it even more difficult to get appointments"*

### **Mentioned over 5 times**

- Too many houses being built

*"No more houses".*

*"Not to have the size of the current proposal to re size back to the original plan of 1,000 home only"*

*"This development where the boundary changes is far too big and needs to be either reduced or stopped"*

*"Just don't build 2500 homes here, and another 1500, with no infrastructure improvements, no employment opportunities locally, no planned improvements on the A1307 which is already classed as a dangerous route".*

*"I do not agree that careful consideration has been given to the building of 4000 houses in Haverhill"*

- Need for buffer/barrier between town and village/encroachment on village

*"I would also like to see a natural barrier separating the town and village."*

*"Clear large (250/500m) boundaries of mixed woodland that have TPO on them need to be planted to stop any more encroachment, look after wildlife and stop any easy access between the development and us."*

*"As a resident of Kedington I don't want this village to be a part of Haverhill."*

*"Without proper replication of the existing urban edge, and in light of ignoring the planning Inspector's concerns that the proposed development should maintain segregation to protect Kedington from the impact of development, stipulating that development should not impact upon the ridge, with the development proposals going up to the ridge, it has not been made clear how the Character of either Haverhill or Kedington will be protected. The planting of the existing green buffer was designed to emphasize the topography and contain the town visually within the valley. Any new proposal will need to replicate this. Currently the proposed extent of development is incongruous, does not form a clearly defined extent."*

### **Mentioned up to 5 times**

- Town will get benefits (s106,CIL, precepts and rates, etc)

*"Would the extra rates generated from the houses within the existing Kedington boundaries come to Kedington? Probably not."*

*"If the boundary is moved and the development goes ahead the benefits will only be felt in Haverhill. Kedington parish council will not benefit from any of the Community Infrastructure Levy which would be lined to this large development. The levy is applied by St Edmundsbury Borough Council and its intention is to fund the required infrastructure improvements. In addition a sum equal to either 15% or 25% of the levy will go to the parish or town council in which the new development resides. Plus up to £100 per dwelling per year would be given to that parish or town council to spend on local projects - Kedington will see none of this. Also, Kedington would not receive any of the council tax from the proposed new development, despite it having a large impact on the village."*

○ Boundary change will create precedent for more growth

*"There is no trust that St. Edmundsbury Council will not in future renege again on buffer zones around Calford Green and Kedington and that our village life and identity will be subsumed into Haverhill."*

○ CGR is being used to enable development/Premature/Too Late

*"St. Edmundsbury Council has instigated a Community Governance Review in order to get the boundaries changed to enable the building of some 2500 dwellings against the will of local residents and parish councils."*

*"Proposing to move parish boundaries, when the very matter of the construction of the houses themselves is still in dispute is premature and irresponsible."*

*"I believe that local people wish the Borough Council governance should take into account the views of local people. Do the matters under review and the way this review is being conducted reflect the main purpose of a Community Governance Review?"*

*"When considering parish ward boundaries the Borough Council should consider the desirability of fixing boundaries which are, and will remain, easily identifiable, as well as taking into account any local ties. Since the Parish of Kedington and the Parish boundary of Kedington already exists, if they are intended to remain and be easily identifiable, then what is this all about? It would have been useful if the Borough Council would have considered informing Kedington Parish Council of its intention to plan to build in parish land, to potentially extend the Parish or move such boundaries prior to Kedington Parish Councils implementation of its plan to building its new Parish Council office building, designed to accommodate the projected number of Parish Councillors and visiting Parishioners, as required to fulfil its function."*

*"Since the Vision documents clearly state that the Haverhill NE site will not come forward before 2021, a review of this boundary and community Governance should therefore be postponed until the full uptake of housing in the proposed area is known, since it is very unlikely that any change in population is likely to occur in the next 5-10 years."*

○ Loss of open space/farmland/natural habitat

*"The addition of 2500 homes will be a huge loss of open space which is enjoyed by many of this parish and residents of Haverhill. I believe the development is*

*unsustainable, and it will have a negative impact on Kedington, Haverhill and surrounding villages."*

*"I think it would be very bad for area to lose the farmland that this proposal would destroy, and encroaches too close to Kedington, which would lose its identity."*

○ Wrong side of Haverhill

*"Enlarging Haverhill's parish towards the east and north east is moving Haverhill the wrong way. The majority of people wish to live to the west of Haverhill due to work and business in Cambridge, Addenbrookes and local business parks present and future. There makes no sense in including parkland and fields into Haverhill, whilst this area is supposed to remain 'rural' and non urban."*

*"A location to the south of Haverhill is far more appropriate as no village will be impacted by the expansion of Haverhill."*

○ Not in Vision 2031/Lack of or incorrect consultation on new development

*"As these houses were not in the Vision 2031 for Kedington as the 3 submitted plans were pushed through even with justified objections submitted for these houses."*

*"These houses are being built without the proper consultation with the people of Kedington. Issues regarding local infrastructure, e.g. capacity of the A1307 to handle 4000 more households, have not been properly addressed. In addition, provision of adequate numbers of school places, waste disposal, provision of Doctor's surgeries have not been properly addressed."*

*"Land between Haverhill and Kedington (which does not exist), it can be either one or the other, traverses administrative boundaries so care needs to be taken to ensure assessments on either side of administrative boundaries match up. Since no care has been taken, it is clear that further work is required."*

*"According to Town and Country Planning Association in its document "The Future of Planning and Place-Making" 2015:*

- *the Local Plan has the potential to direct the right development to the right place in a fair and transparent way, informed by the imperative of sustainable development.*
- *Participation can reduce conflict and promote social cohesion, by promoting a shared understanding of issues such as local housing need.*
- *the adopted definition of sustainable development must return to the internationally accepted definition articulated in the 2005 UK Sustainable Development Strategy."*

○ Loss of property value

*"All the residents of Kedington would get is a reduction in the value of their homes. People who buy homes in villages do so because they wish to live IN A VILLAGE."*

○ Parish Council

*"The present parish council serves our village extremely well. We want to keep it exactly as it is. Please do not destroy our village and community."*

○ Impact on existing property within growth site



*"I should like all of my house to be within the boundary. I think the boundary passes through my bedroom together with small paddocks on both sides. This would make all my retained fields by the house in more parish - much easier for DEFRA"*

In addition to the concerns about the development and impact on community life, two respondents complained about the consultation process adopted by the Council for the CGR. Key points made were:

*"An important aspect to the CGR is ensuring that local people have a say in the way their neighbourhoods are managed, with an effective parish level organisation able to do that on their behalf. The Borough Council structure cannot even effectively take into account what people (including Borough Councillors) say about the way they want their neighbourhoods developed, so how does it expect local people to believe anything will change?"*

*"There is no point in having a shared sense of what people want for their area, with effective and inclusive participation, representation and leadership in Parish Councils representing communities, if local views are not welcome or effective at Borough level. The making of local decisions in the Borough and relevant policy should secure the public interest of people who reside in the parishes."*

*"...with an ageing population and a less than satisfactory access to the internet, there will again be a significant number of individuals who will not be consulted. Who is going to tell them that they can instead respond in writing to the Council? You state that you will consult directly with any existing electors or businesses affected by the boundary proposals. The only reason I am aware of this review is because I have received a letter from the chairman of our parish council. Without the newsletter this review would have slipped through largely unnoticed. All residents will be affected by the outcome of this review. Why have these electors not received official notification and been given longer to reply?... I would like to know whether St. Edmundsbury Council considers that it is conducting this review in a fair and democratic manner, according to the mandate placed upon it?"*

The first evidence gathering phase of consultation ran from September to November and, as this comment and the good level of response to this issue illustrates, parishes were asked to promote it (and did) and respondents were able (and did) respond by a variety of means. The approach the Council has taken to consultation is explained in the covering report and Appendix B. Further consultation will take place in 2016 on any recommendation.

### **(b) Those favouring moving the Haverhill Parish Boundary**

One local elector emailed the Council to comment:

*"As a resident of Haverhill I believe that to be just and fair the parish Boundary for Haverhill should be expanded to include all areas where new developments are taking place, or about to take place or planned to take place. In fact it would be much fairer on the villages that border Haverhill for them to be brought into an expanded Haverhill as they would then have a say in all things concerning our town."*

15 of the 43 electors who responded online (including one town councillor) supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council)

- 9 felt it would improve the capacity of the town council to deliver better services and to represent the community's interests effectively.
- 8 felt it would create a strong sense of community identity.

- 7 felt it would generate interest in town/parish affairs and improve participation in elections, local organisations and community activities.
- 6 felt it would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- 4 felt it would give easy access to good quality local services for new and existing residents.

In support of their preferences, six commented:

- *The development is labelled as North East Haverhill. This is a misleading title as it will be built within the current boundary of Kedington. I believe that the Kedington boundary should be moved so that the development becomes part of Haverhill as, it seems, it was originally intended. Despite the Kedington parish therefore being reduced, I feel that the existing strong village/parish community will continue to grow and prosper. If the boundary is not changed, the sense of identity for those new residents will be difficult, as they will live in the Kedington parish but be closer to Haverhill and its amenities and facilities. Kedington does not have the infrastructure to accommodate so many new residents.*
- *There are no 'natural' boundaries for these areas. There is a risk of communities losing their discrete identities as separations between the Town and the two villages encroach. Residents in the development areas will use shopping and leisure facilities in Haverhill, they ought to have influence in decisions affecting those facilities. Haverhill can absorb the residents whereas the village communities may be overwhelmed by substantial numbers of new residents. The sprawl of residents, beyond traditional village borders, will erode the character and nature of the parish communities.*
- *Already houses outside the town boundary use the town's facilities but have no say in how these are organised. These and the new houses should have representation on the town council and a say on their local area. It will add more cohesion, making these residents feel part of the town and make it easier to get facilities such as schools, access to health professionals, public transport etc. It is hoped that a large majority of these residents will become part of Haverhill and identify with the town and help it move forward to a brighter future together.*
- *These new developments need to be brought together with the existing areas of Haverhill in order that the town is able to take advantage in the extra growth in population to press for improvements to the infrastructure of the town.*
- *It would be ridiculous for neighbouring houses to be split between Kedington and Haverhill. Kedington residents want to keep their community identity so why would they want boundaries to remain the same which would effectively mean there being housing coming under the Kedington parish but situated in what residents see as Haverhill. As long as the village remains separate from Haverhill then there is no need to listen to local scaremongering!*
- *As it joins Haverhill and not Kedington it seems silly to have it in our parish as they will not be using our facilities but Haverhill's as they are better and closer.*

**E. Cllr Mary Evans (Clare Division)**

I support Little Wrattling Parish Meeting.

**F. Cllr Jason Crooks (Haverhill South Ward)**

Councillor Crooks supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council) on the basis that this

would:

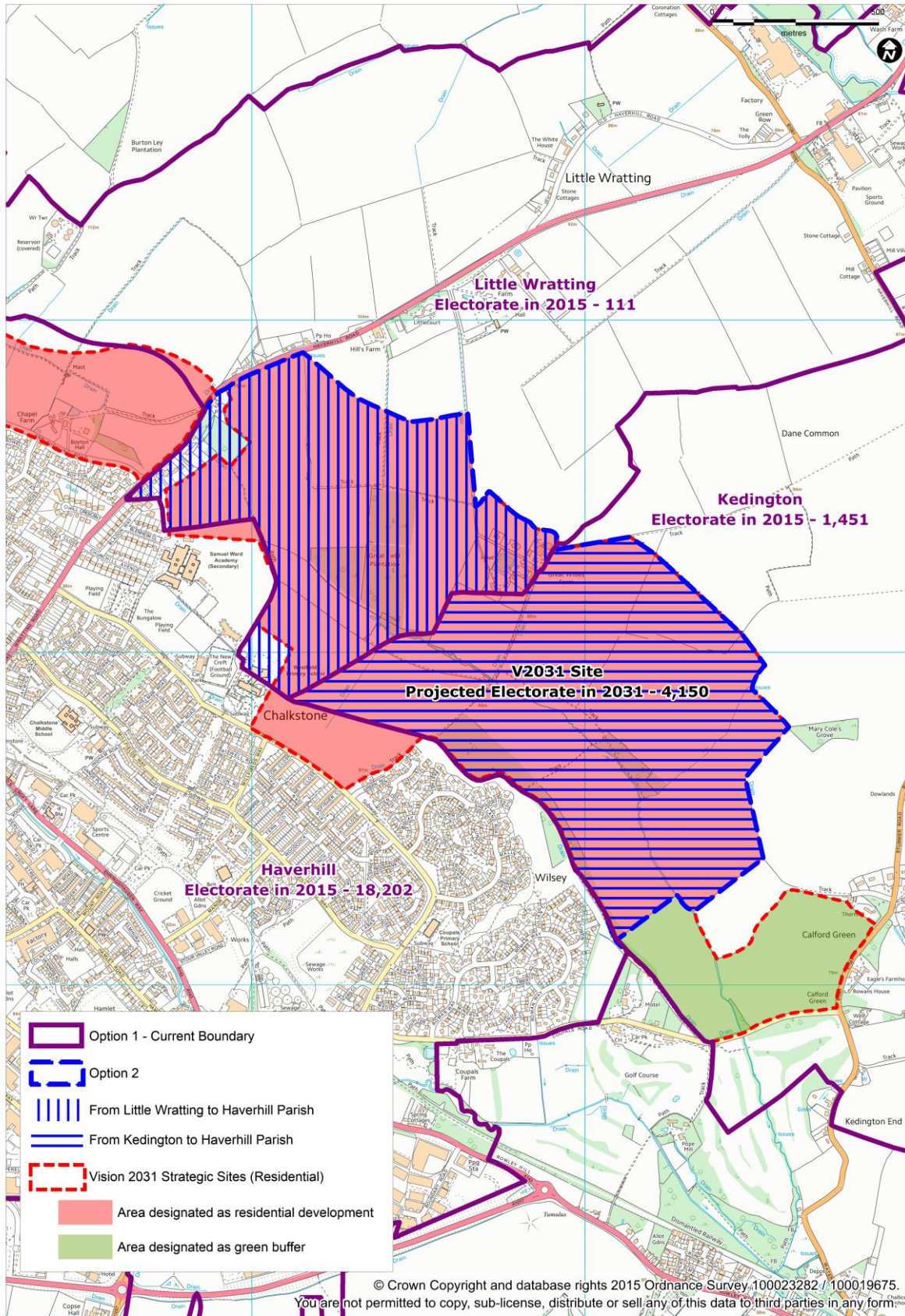
- create a strong sense of community identity.
- generate interest in town affairs and improve participation in elections, local organisations and community activities.
- Improve the capacity of the town council to deliver better services and to represent the community's interests effectively.

He commented: "The new proposed development should be within the Parish of Haverhill but I'm concerned about the existing and established community of Little Wrattling. I see no reason why the existing houses that are located along the A143 and Haverhill Road Little Wrattling cannot remain in the Little Wrattling parish. The boundary may look a little odd but that is because it would reflect the historic nature of the community."

### Map

A new boundary proposal was offered by the Town Council (see earlier map). However, consultation responses from Kedington would suggest that the edge of the *residential* (red) element of the Vision 2031 site should be the maximum extent of any enlarged Haverhill Parish.

In relation to Little Wrattling, using the same principle, the Council will need to decide how it wishes to treat the properties on the A143 in relation to any recommendation. On the draft map overleaf, for discussion at the meeting, these properties are shown as being moved into Haverhill. However, as Cllr Crooks has suggested, it would be possible to retain them in Little Wrattling Parish and simply follow the line of the growth site, **and the Council can use either option in its recommendation for consultation.**



<b>Issue No.</b>	<b>14. Vision 2031 Strategic Site "Hanchett End" (Haverhill Research Park)</b>
<b>Area or Properties Under Review</b>	The review will look at whether or not existing parish governance arrangements should be amended in respect of new homes and/or employment land included in the strategic growth site. If amendments are needed, this could be through changes to existing parish boundaries or wards and/or the creation of new parish(es).
<b>Parishes</b>	Haverhill Withersfield
<b>Borough Ward</b>	Haverhill West Withersfield
<b>County Divisions</b>	Clare Haverhill Cangle
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (if applicable)</li> <li>• Letters to existing electors/businesses within growth site</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorates of Withersfield and Haverhill Parishes were 448 and 18,202 respectively. The site is designated as a business park, but including it within Haverhill would also require the incorporation of existing residential properties.</p> <p>See Issue 26 for commentary and advice on dealing with consequential impacts. On the basis of the approach suggested under Issue 26 for dealing with parish electoral arrangements:</p> <p>(a) If the growth site is included in Haverhill Parish it could be <i>temporarily</i> added to one of the existing town council wards (Haverhill West). A new ward structure/council size for the Town Council will then be put in place as part of the following electoral review of the Borough Council, and implemented before any elections in 2019;</p> <p>(b) If the growth site remains in Withersfield, no change would be likely to be required; or</p> <p>(c) The site is likely to be too small to consider as a new parish.</p>
<b>Analysis</b>	The Parish Council has reserved its position, but will obviously see from the consultation that a majority of the existing electors wish to stay in Withersfield. The Town Council favours the incorporation of Hanchett End within its boundary, as does the owner of the Research Park. So there is no consensus. The Working Party will therefore need to carefully assess the evidence submitted to date in terms of forming a recommendation for phase 2.

## Summary of comments received during Phase 1

### A. Response of Withersfield Parish Council

"It was agreed that the PC should take no formal view at this particular point in time but should address the full consultation in due course. In the meantime, parishioners are being encouraged to respond individually to the current online survey. This has been done through an insert which was placed in the September edition of Withersfield News; the insert was written by the Chairman immediately following the meeting and the newsletter

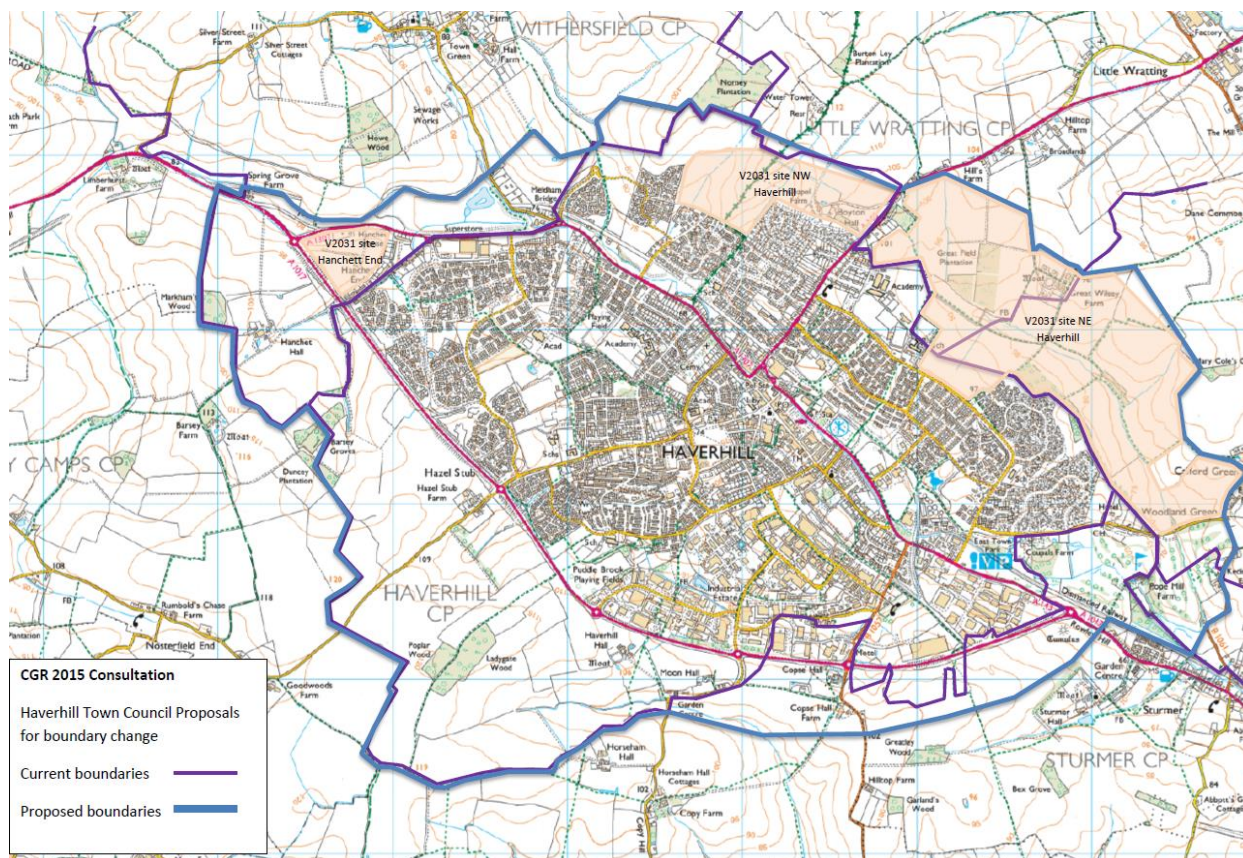


has now been distributed, with extra copies being delivered to residents of The Arboretum estate. Once firm proposals have been received, the Parish Council will hold an open meeting to which all parishioners will be invited.”

## B. Response of Haverhill Town Council

*Haverhill Town Council has submitted one response to all of the issues affecting its parish. As it would be hard to separate out the text between all issues, and to avoid repetition, it is included in full under issue 12 and not reprinted here (other than the map below for ease of reference). However, the Council’s submission must be read to gain an understanding of the full evidence base for this issue.*

In summary, the Town Council supports moving its boundary to encompass this growth site.



## C. Local Electors

This issue has attracted a strong response from electors due to publicity from the parish council, but also the fact that the site is already occupied by electors who were written to under the agreed approach to consultation in phase 1. 50 responses were received by post or online.

### (a) Those favouring no change to the current boundary

In total, 35 electors used the consultation to support no change in the boundaries. 30 of these responses came in writing (due to their existing homes being within the V2031 site). 5 of the 16 electors who responded online also stated a preference for no change to the current parish/town council boundaries. The reasons given for these preferences were:

- 17 felt it would create a strong sense of community identity.
- 16 felt it would generate interest in town/parish affairs and improve participation in elections, local organisations and community activities.
- 14 felt it would improve the capacity of the parish council to deliver better services

and to represent the community's interests effectively.

- 14 felt it would give easy access to good quality local services for new and existing residents.
- 12 felt it would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.

Those responding, made the following comments:

- *I have been advised that if my current property changes from Withersfield to Haverhill parish, it will have a negative effect on the resale value, which I do not want.*
- *It is my understanding that if my current property is changed from Withersfield to Haverhill parish, it will have a negative affect on its value, which clearly I do not want.*
- *Since moving into Hanchett End in 2007 we have been very involved with the people and activities in Withersfield. Our social life revolves around the village - there are no other social facilities/activities in this area. If the boundary was moved we would not identify in anyway with Haverhill socially. We want to stay within the parish of Withersfield.*
- *I wish to inform you that the Science Park has been made into a Housing Estate not a Science Park as were my wishes on the initial plans. So that is why I wish to stay in Withersfield parish.*
- *I wish to stay in the Withersfield Parish Council, as the V2031 plan is being made into a Housing Estate - not was planned.*
- *I would have assumed that all the [CGR options] would have been considered and an appropriate decision made on all occasions when a truthful decision is necessary as seems to have been appropriately made already and any problems resolved.*
- *I have always been part of a village community and like the feel of it. People in villages know each other and I wish this to be the same for the foreseeable future.*
- *We purchased our house at Haverhill Research Park in November 2013 and moved in in July 2014; this was under the understanding that the house was part of Withersfield parish, as our 'official' address supports. After working very hard and saving for many years to finally purchase a house and get on the property ladder, we would be very concerned if our house's official locality were to be changed and be classed as solely 'Haverhill' as we fear this would de-value our house.*
- *Additional to my previous answers: Because the village of Withersfield holds some precedence and reputation that we wish to continue to be included in.*

**(b) Those favouring moving the Haverhill Parish Boundary to include the Business Park**

One local elector emailed the Council to comment:

*"As a resident of Haverhill I believe that to be just and fair the parish Boundary for Haverhill should be expanded to include all areas where new developments are taking place, or about to take place or planned to take place. In fact it would be much fairer on the villages that border Haverhill for them to be brought into an expanded Haverhill as they would then have a say in all things concerning our town."*

10 of the 16 electors who responded online (including one town councillor) supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council). 3 of the existing electors (out of 33 who responded) also favoured this option. The reasons given were

- 9 felt it would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.

- 6 felt it would improve the capacity of the town council to deliver better services and to represent the community's interests effectively.
- 5 felt it would create a strong sense of community identity.
- 5 felt it would generate interest in town affairs and improve participation in elections, local organisations and community activities.
- 1 felt it would give easy access to good quality local services for new and existing residents.

In support of their preferences, the following comments were made:

- *Although we are in Withersfield parish we do not feel part of the village because the A1307 splits us from it. We feel more as if we are in Haverhill.*
- *The 'natural' boundary is the A1307. Shopping and leisure facilities for the residents in this area are centred in Haverhill and the residents should be able to influence decisions made in the Town. Haverhill has the capacity to absorb the growing numbers of residents, whereas a significant number of additional residents could overwhelm the Withersfield community.*
- *The lines created by the A1307 and A1017 where they converge at the Gateway roundabout create a natural border for the Haverhill Town Council administrative area. The area is attached to existing developed areas and to all intents and purposes are an extension of Haverhill, yet the residents in this area neither contribute nor have a say in how the town is run.*
- *We are closer to Haverhill than the village of Withersfield. Road signs make it confusing for couriers and visiting persons.*
- *The village of Withersfield and the area around the new research park have very different needs and issues that need to be tackled. To have both within the same parish boundary will dilute any resources available making it more difficult to resolve matters.*

#### **D. Owners of Haverhill Research Park**

The owners of site V2031 'Haverhill Research Park' have confirmed that they "most identify with Haverhill Town Council and would be very happy if we found ourselves within its boundaries. We have worked closely with the Town Council to bring Haverhill Research Park to fruition and will continue to do so with all future projects on site."

#### **E. Cllr Mary Evans (Clare Division)**

I support Withersfield Parish Council

#### **F. Cllr Jason Crooks (Haverhill South Ward)**

Councillor Crooks supported moving the town council boundary outwards so all of the new properties are in the Haverhill parish (i.e. Haverhill Town Council) on the basis that this would:

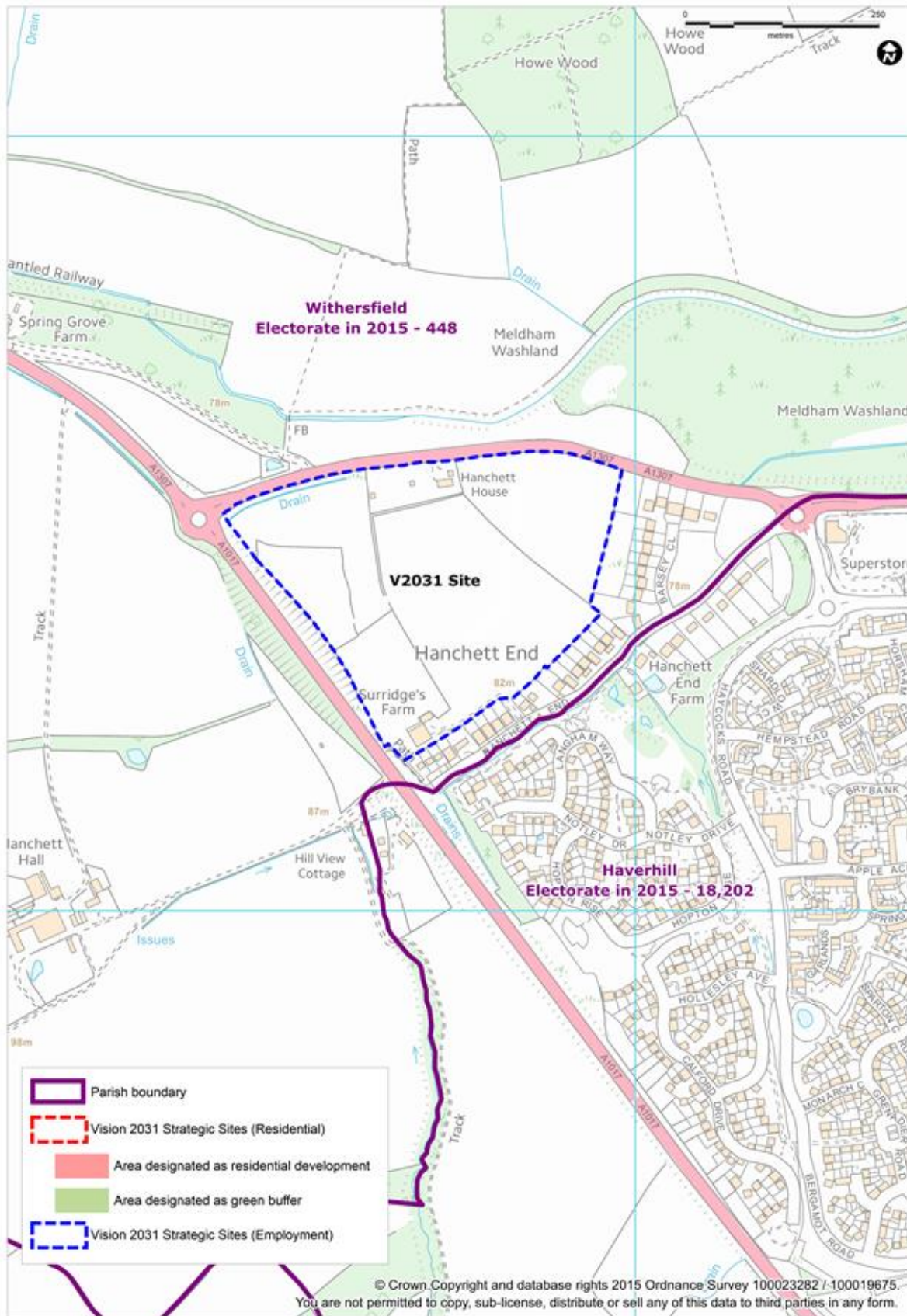
- reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- generate interest in town affairs and improve participation in elections, local organisations and community activities.
- Improve the capacity of the town council to deliver better services and to represent the community's interests effectively.

He commented: "I have no problem in moving the parish boundary so that existing properties of Hanchett End and Barsey Close are in Haverhill parish rather than Withersfield. Hanchett End has historically always has its very own identity and moving the boundary will not alter that in this case. Creating a new electoral ward for Haverhill called 'Hanchett end' may help reinforce the identity.



## Map Overleaf

The map below shows the growth site in relation to the current boundaries. A new boundary proposal was offered by the Town Council (see earlier map). The alternative would be simply to follow the road line if a change was supported. Otherwise the boundary could stay as it is.



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<b>Issue No.</b>	<b>15. County boundary between Suffolk and Essex adjacent to Haverhill</b>
<b>Area or Properties Under Review</b>	The boundary between Essex and Suffolk around Haverhill. The Borough Council does not have the ability to make changes to county boundaries as part of this CGR but can consult on this issue and raise these concerns with the Local Government Boundary Commission and ask them to carry out a Principal Area Boundary Review if necessary.
<b>Parishes</b>	Haverhill Withersfield Kedington Parishes in Essex
<b>Borough Ward</b>	Haverhill East Haverhill South Haverhill West Kedington Withersfield
<b>County Divisions</b>	Clare Haverhill Cangle
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish and Town Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Email to Residents' and Community Associations (if applicable)</li> <li>• Letters to neighbouring authorities</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	The Borough Council cannot make changes to its own boundary, so this issue is being consulted upon to inform future submissions to the LGBCE as part of principal area boundary reviews. The current boundary is shown on the map attached at the end of this summary.
<b>Analysis</b>	There is no consensus with neighbouring authorities, but Haverhill Town Council would wish the Borough Council to raise this issue with the LGBCE at the next available opportunity.

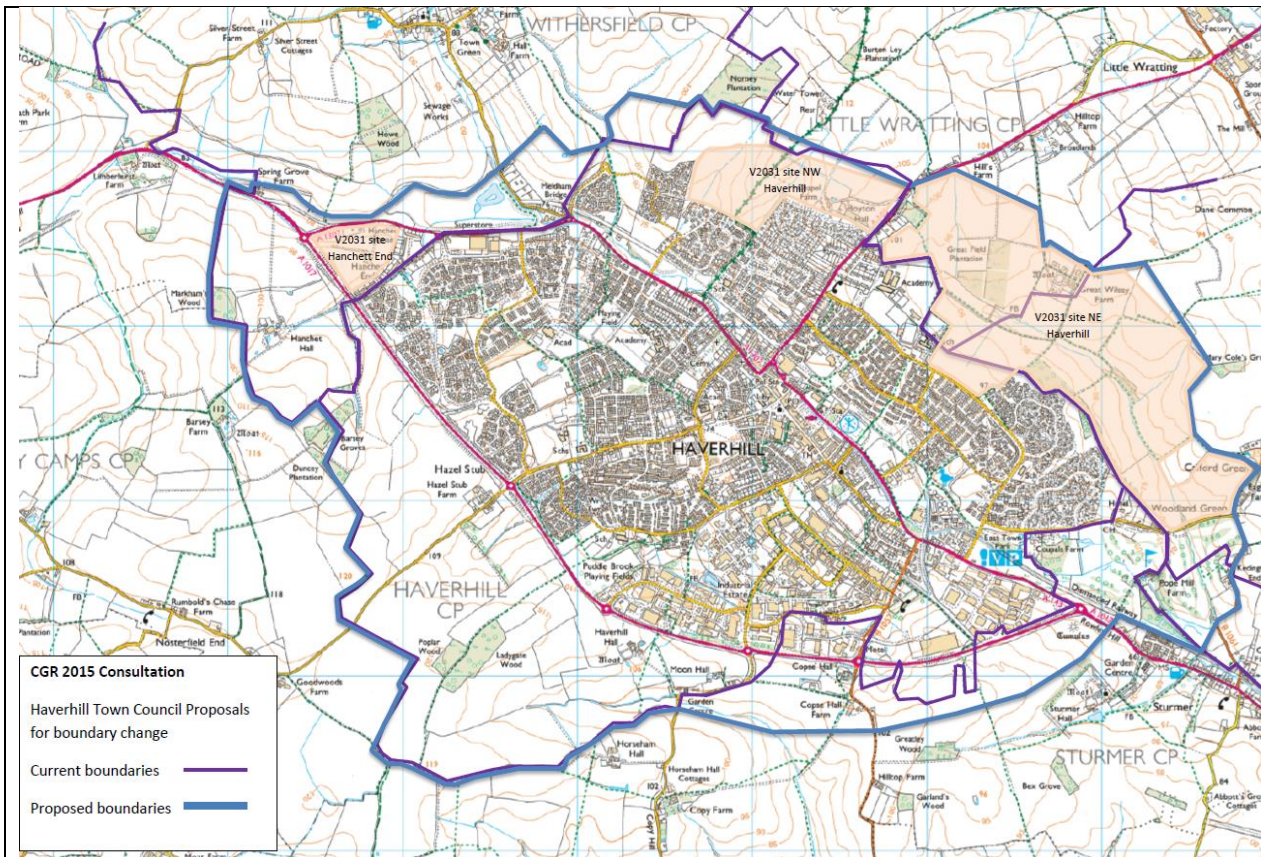
### **Summary of comments received during Phase 1**

#### **A. Response of Haverhill Town Council**

*Haverhill Town Council has submitted one response to all of the issues affecting its parish. As it would be hard to separate out the text between all issues, and to avoid repetition, it is included in full under issue 12 and not reprinted here (other than the map below for ease of reference). However, the Council's submission must be read to gain an understanding of the full evidence base for this issue.*

In summary, the Town Council continues to favour a clarification of its boundary with Essex as shown on the map overleaf.





## B. Sturmer Parish Council

The Parish Council's members are unanimously opposed to any suggestion that the boundary of both the County of Essex and that of the Parish of Sturmer should be the subject of the changes contained in your communications.

The suggestion that the Essex/Suffolk boundary should coincide with the A1017 Haverhill Bypass from the Spirit of Enterprise Roundabout to the Rowley Hill Roundabout (Sturmer) is completely unacceptable to members who see no merit in making such minor changes to our boundary.

There was particular concern about the suggestion that the LGBCE might look at the triangle to the north of Coupals Road. This piece of land not only contains Woodlands Hotel and Woodlands Cottage but also encompasses Sturmer Common, the only parcel of common land within the Village. The whole Village would vigorously contest any attempt to deprive it of its common land.

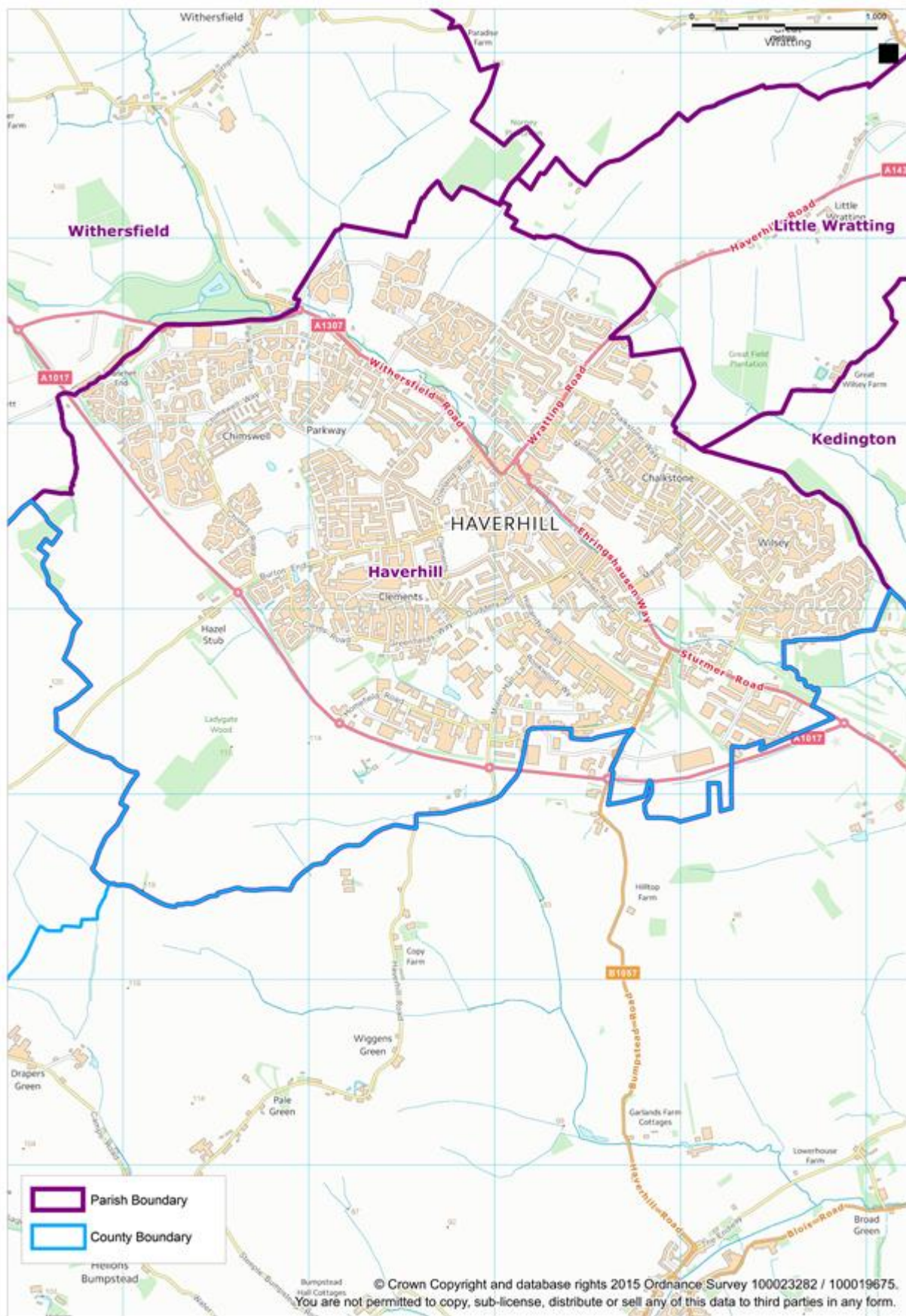
Over many years Haverhill has sought to expand in size at the expense of the surrounding countryside and of our Parish. We feel most strongly that this process has reached its limit so far as Sturmer and Essex are concerned and that the Town should look elsewhere to develop.

## C. Braintree District Council

The Chief Executive presented your Council's outline proposals to Members of our cross party Cabinet sub Group on 6 October 2015. Following consideration members concluded that Braintree District Council could not support any amendment to the historical Essex/Suffolk border around the South and South East of Haverhill at this time as there is no compelling basis. However should there be a future review by the Local Boundary Review Commission they would consider any proposals.



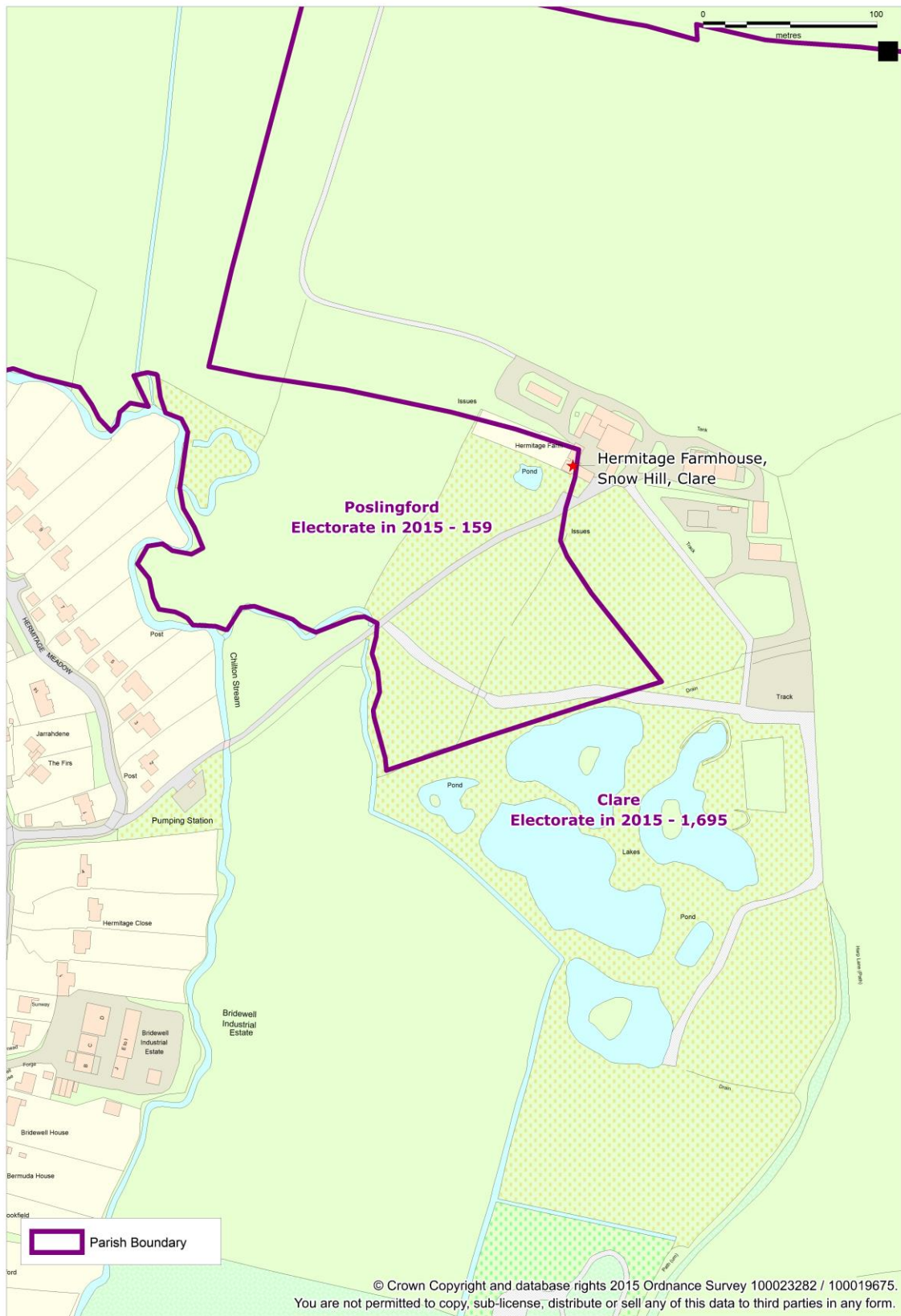
# Map



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<b>Issue No.</b>	<b>16. Hermitage Farmhouse, Snow Hill, Clare</b>
<b>Area or Properties Under Review</b>	Boundary between Clare and Poslingford in vicinity of Hermitage Farm
<b>Parishes</b>	Clare Poslingford
<b>Borough Wards</b>	Cavendish Clare
<b>County Division</b>	Clare
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	Three electors are affected. There is minimal impact on either parish.
<b>Analysis</b>	Although the consensus is that the property should remain in Clare parish, the boundary runs through the property and therefore the Working Party would need to consider whether the boundary should be moved so that the whole of the property and its land are in Clare parish.

<b>Summary of comments received during Phase 1</b>	
<b>A. Local electors</b>	
<p>Three electors from the property in question made responses during the consultation. They all indicated that the boundary should remain the same and the property should remain in Clare parish.</p> <p>(a) All <b>three</b> electors gave the following reasons for the boundary change:</p> <ul style="list-style-type: none"> <li>• Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.</li> <li>• Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities.</li> </ul> <p>No further comments were given.</p>	
<b>B. Cllr Alaric Pugh (Clare Ward)</b>	
Felt that the property should clearly be in Clare parish.	
<b>C. Cllr Mary Evans (Clare Division)</b>	
Felt that it would make more sense for the property to be part of Clare parish.	
<b>Map overleaf</b>	





<b>Issue No.</b>	<b>17. Oak Lodge, Mill Road, Hengrave</b>
<b>Area or Properties Under Review</b>	Boundary between Culford, Fornham St Martin cum St Genevieve and Hengrave in vicinity of Mill Road
<b>Parishes</b>	Culford Fornham St Martin cum Fornham St Genevieve Hengrave
<b>Borough Wards</b>	Fornham Risby
<b>County Division</b>	Thingoe North
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	Three electors in Oak Lodge and Annexe to Oak Lodge. The impact on parishes is minimal.
<b>Analysis</b>	<p>Two of the parish councils have responded confirming they are both of the view that the property should be in Fornham St Genevieve.</p> <p>The electors are of the view that their property should be in Hengrave.</p> <p>As the property in question is currently in Culford parish, the Working Party will need to consider whether a change of boundary is required, and if it is, whether the property should be included in Fornham St Genevieve or Hengrave parishes.</p>

<b>Summary of comments received during Phase 1</b>	
<b>A. Response of Fornham St Martin cum Fornham St Genevieve Parish Council</b>	
<p>Fornham St Martin cum Fornham St Genevieve Parish Council have consulted with Culford, West Stow and Wordwell Parish Council and are of the view that Oak Lodge should be in Fornham St Genevieve parish.</p> <p>The reason being that this property is directly adjacent to properties already in the parish and that such a change will result in a more cohesive community and enable more effective and convenient delivery of local services.</p>	
<b>B. Response of Culford, West Stow and Wordwell Parish Council</b>	
<p>Culford, West Stow and Wordwell Parish Council have consulted with Fornham St Martin cum Fornham St Genevieve Parish Council and are of the view that Oak Lodge should be in Fornham St Genevieve parish.</p>	
<b>C. Local electors</b>	
<p><b>One</b> response has been received from two local electors who are of the view that their property should be in Hengrave parish.</p>	

- The following reasons were given for the boundary change:
- Create a strong sense of community identity.
- Give easy access to good quality local services for new and existing residents.

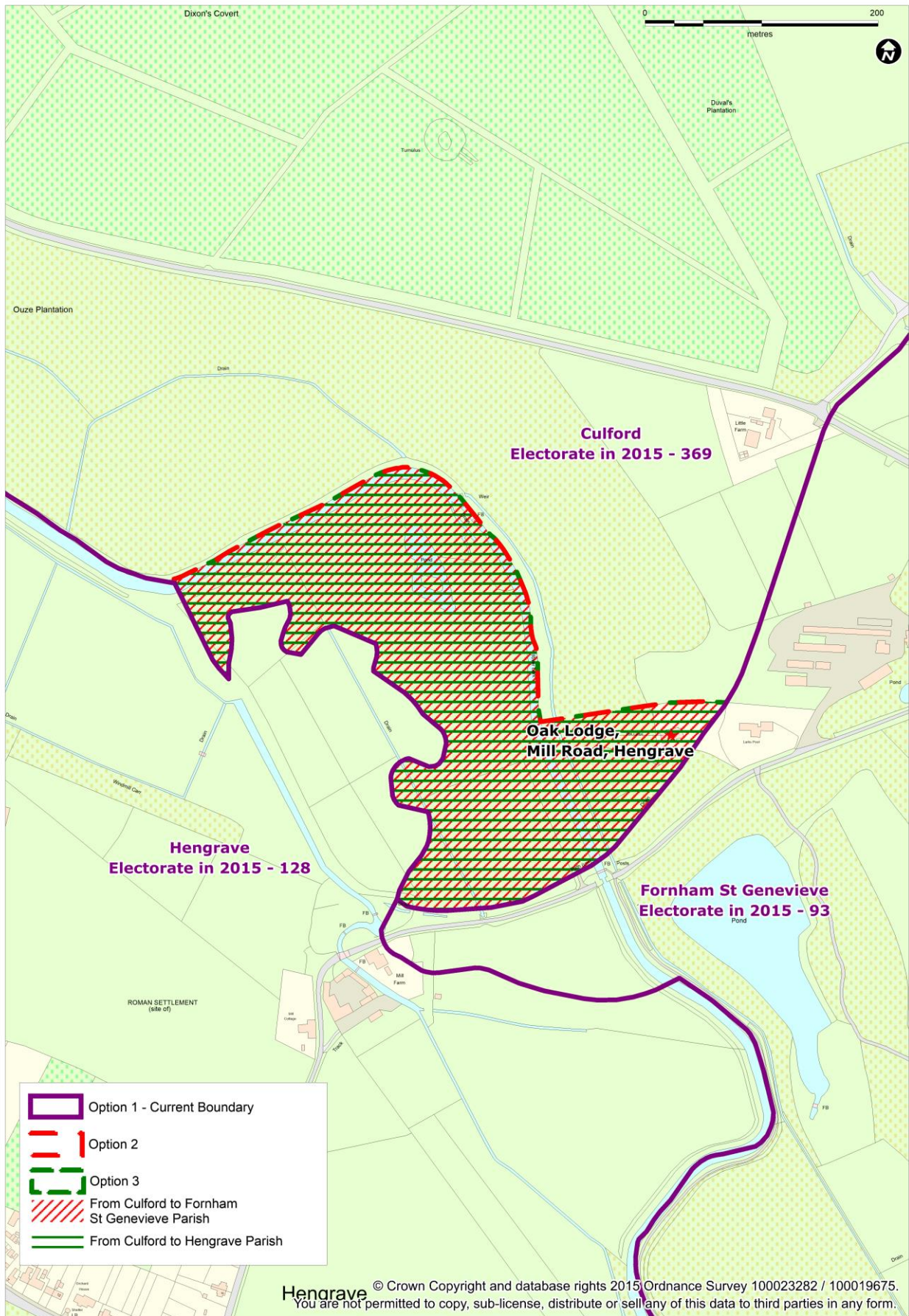
Supporting these preferences, the respondents commented:

- *"Before living at Oak Lodge, we lived at 4 Bury Road, Hengrave – we feel part of this community.*
- *Our address is Oak Lodge, Hengrave and we have always affiliated ourselves more with the community of Hengrave.*
- *For example we had our banns read at Flempton Church.*
- *Hengrave is our nearest bus stop."*

#### **D. Cllr Susan Glossop (Risby Ward)**

Supports the view of the residents: *"If the residents are happy with the change then I don't have any problems with it."*

**Map overleaf**



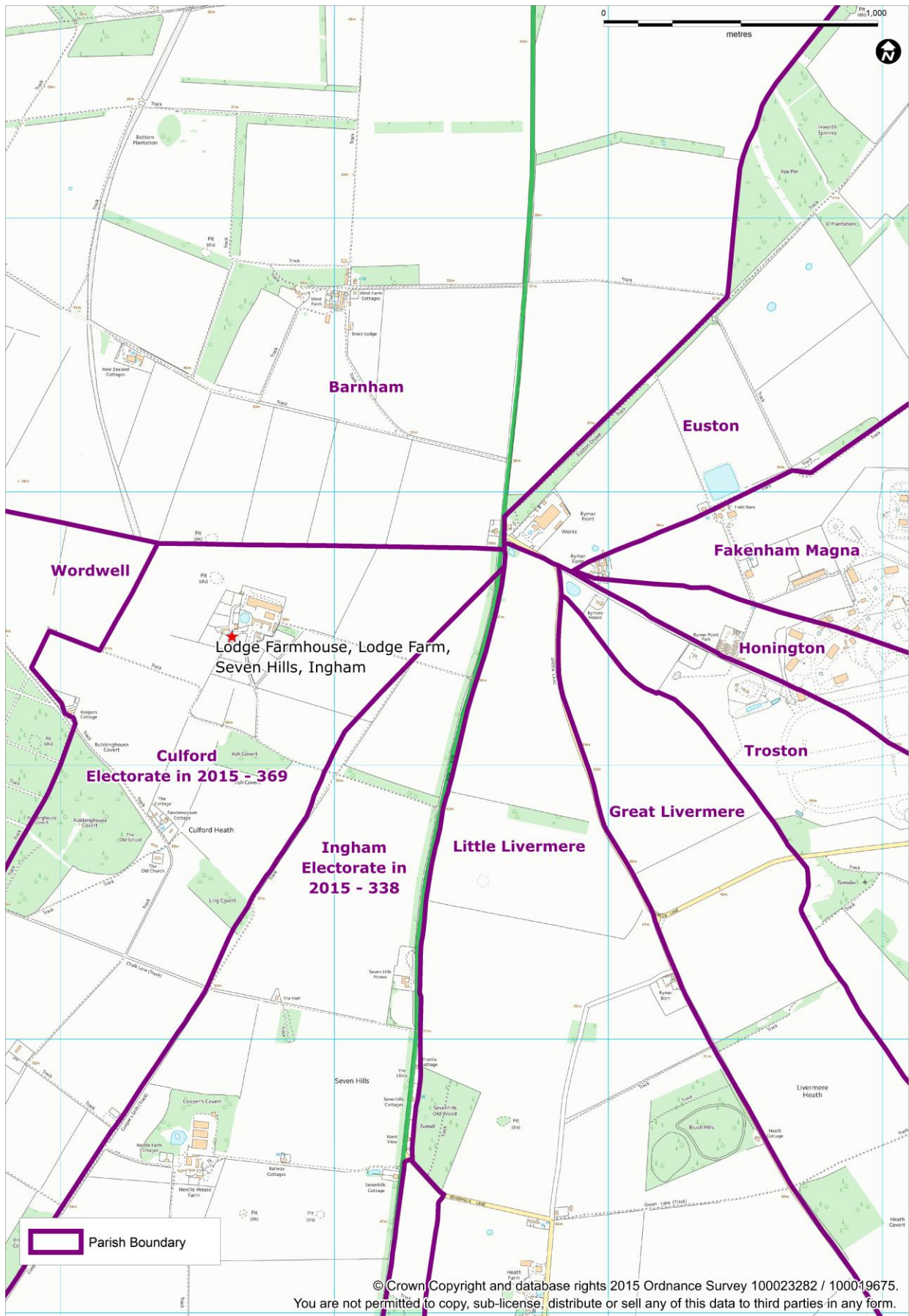
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<b>Issue No.</b>	<b>18. Lodge Farmhouse, Seven Hills, Ingham</b>
<b>Area or Properties Under Review</b>	Boundary between Culford and Ingham Parish in vicinity of Lodge Farm
<b>Parishes</b>	Culford Ingham
<b>Borough Wards</b>	Risby
<b>County Division</b>	Thingoe North
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	Two electors are affected but the impact on parishes is minimal.
<b>Analysis</b>	Both parish councils have expressed the view that the boundary should not be changed and no response has been received from local electors. Therefore the consensus is not to change the boundary.

<b>Summary of comments received during Phase 1</b>
<p><b>A. Response of Culford, West Stow and Wordwell Parish Council</b></p> <p>Culford, West Stow and Wordwell Parish Council have consulted with Ingham Parish Council and are of the view that no change should be made to the boundary.</p>
<p><b>B. Response of Ingham Parish Council</b></p> <p>Ingham Parish Council have consulted with Culford, West Stow and Wordwell Parish Council and are of the view that no change should be made to the boundary.</p>
<p><b>C. Cllr Susan Glossop (Risby Ward)</b></p> <p>Supports the view of the residents: <i>"If the residents are happy with the change then I don't have any problems with it."</i></p>
<b>Map overleaf</b>





<b>Issue No.</b>	<b>19. Elm Farm and associated cottages, Assington Green, Stansfield</b>
<b>Area or Properties Under Review</b>	Boundary between the parishes of Denston and Stansfield in vicinity of Elm Farm
<b>Parishes</b>	Denston Stansfield
<b>Borough Wards</b>	Cavendish
<b>County Division</b>	Clare
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	11 electors are affected but there are minimal impacts on the parishes.
<b>Analysis</b>	There appears to be no consensus amongst the parish councils nor the electors. Therefore the Working Party will need to consider the evidence and determine, with further consultation purposes, whether to make any changes to the boundary.

### Summary of comments received during Phase 1

#### A. Response of Stansfield Parish Council

Stansfield Parish Council requested a review of the parish boundary with Denston as it is of the view that Elm Farm and the properties nearby have closer links both geographically and socially to Stansfield and that changing the parish boundary so that the properties were in Stansfield parish would promote better community cohesion. These residents would also have improved participation in elections and a greater democratic voice in the decisions that affect them as they would be represented by a parish council and not a parish meeting.

#### B. Response of Denston Parish Meeting

The Chairman of Denston Parish Meeting has been unable to seek views of the parish as the review has fallen between meetings. He expressed the view that *"no one in the area concerned has spoken to me about this so I am not aware of their views on this matter. I think, even though small in numbers, we can ill afford to lose them from the register."*

#### C. Local electors

Seven electors from the properties in question made responses during the consultation.

- (a) **Four** electors were of the view that there should be no change to the boundary. They gave the following reasons:
- Create a strong sense of community identity (one elector)
  - Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities (one elector)
  - Give easy access to good quality local services for new and existing residents (one elector)
  - Improve the capacity of a parish/town council to deliver better services

and to represent the community's interests effectively.

Supporting their preferences, these respondents commented:

- *"We have been in the Denston parish for hundreds of years...why does it need to change now. Denston is a lovely parish and I enjoy going to the church. Don't interfere."*
- *"Elm Farmhouse is roughly 600 years old and for its entire history has been part of Denston parish. To change it now for no obvious administrative benefit would be pointless and damage its historic integrity."*
- *"The wording of Question 4 all imply change – so how does it relate to a preference for not changing the boundary? The farm is closely integrated into the Denston Estate and separating it from the parish would be artificial and have no material benefit."*
- *"This is a total waste of time, money, paper and ink."*

(b) **Three** electors were of the view that the boundary should be moved so that the properties are in Stansfield parish. They gave the following reasons:

- Generate interest in parish/town affairs and improve participation in elections, local organisations and community activities (three electors)
- Give easy access to good quality local services for new and existing residents (three electors)
- Improve the capacity of a parish or town council to deliver better services and to represent the community's interests effectively (three electors)

Supporting their preferences, these respondents commented:

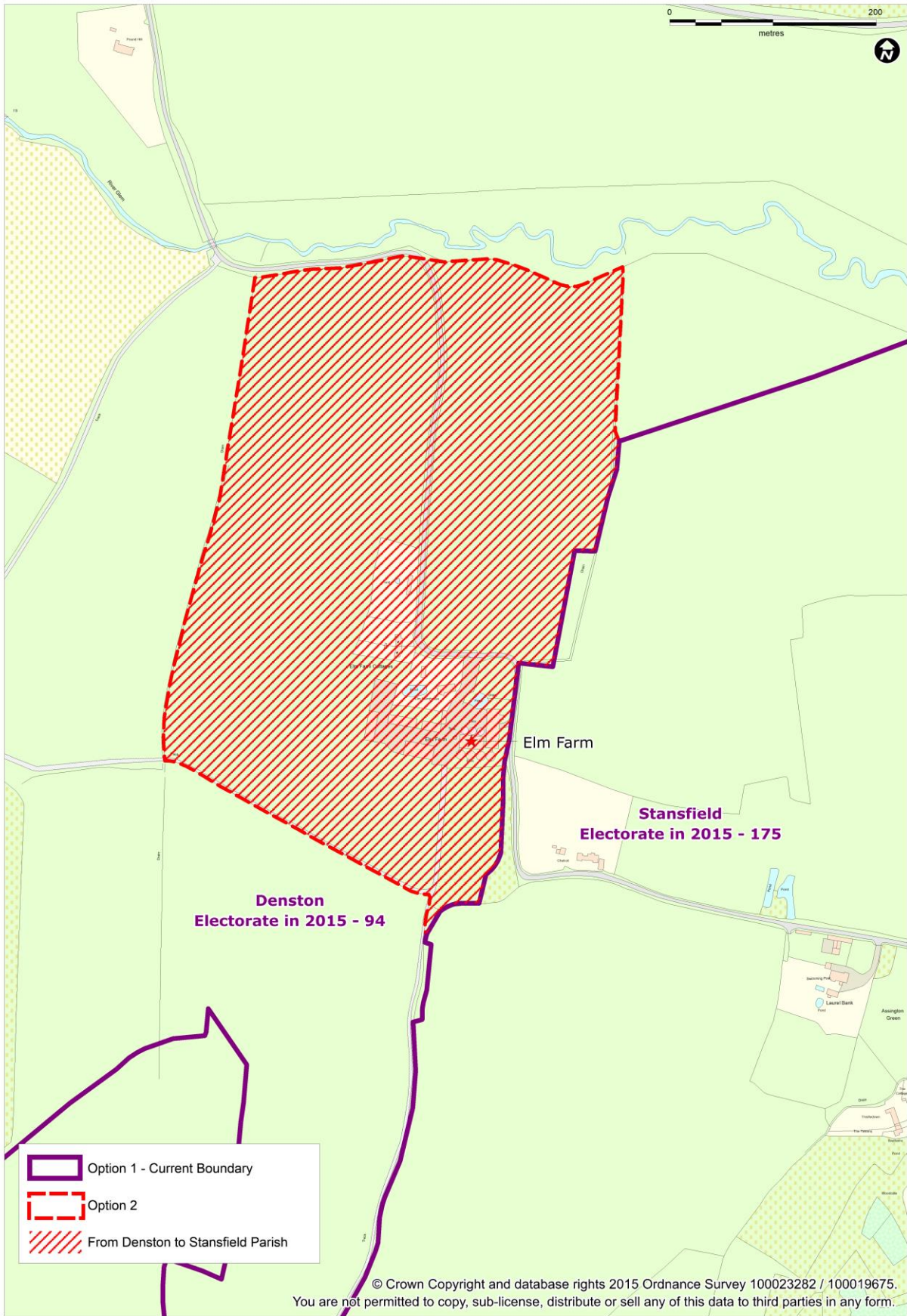
- *"My immediate and extended family have resided here since the period of 1970 and early 80's. My commitments strongly lie here. We collectively have been involved with village hall events, the cricket club and the local pub. Great community spirit exists. Facilities and community opportunities allow this to continue."*
- *"My family have resided here since 1970 and early 1980s. I have been raised here all my life. We have strong commitments collectively here. The cricket club and village hall events included. We have a great sense of community spirit and support here."*
- *"For over 36 years my commitments have been within the village of Stansfield. My parents and I have resided here since 1979. My family and extended relations have been involved with village hall events, the cricket club and the local pub. A sense of great community spirit continues to thrive. The facilities offered and communication opportunities help this to continue."*

#### **D. Cllr Mary Evans (Clare Division)**

Cllr Evans is of the view that Elm Farm and cottages are more closely allied with Stansfield than Denston. Supporting comments: *"The properties would be better served by being included within the parish of Stansfield where there is a parish council as opposed to the parish meeting in Denston."*

**Map overleaf**





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<b>Issue No.</b>	<b>20. Area between Fornham Lock Bridge and the Sheepwash Bridge, adjacent to the sewage works entrance, Fornham St Martin</b>
<b>Area or Properties Under Review</b>	Boundary between the parishes of Fornham All Saints and Fornham St Martin cum St Genevieve along the B1106.
<b>Parishes</b>	Fornham All Saints Fornham St Martin cum St Genevieve
<b>Borough Wards</b>	Fornham
<b>County Division</b>	Thingoe North
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	Four electors are directly affected but there is minimal impact on the parishes.
<b>Analysis</b>	There is no consensus as the electors in the two properties have responded with differing views. The Working Party will need to consider the evidence received and determine whether the boundary should be changed or remain the same.

### **Summary of comments received during Phase 1**

#### **A. Response of Fornham All Saints Parish Council**

Fornham All Saints Parish Council have indicated that they would agree with the view of the four electors in the two properties which is to make no change to the boundary so that the properties remain in Fornham All Saints. Their submission was:

The site as shown in the map is the area between Fornham Lock Bridge and the Sheepwash Bridge, adjacent to the sewage works entrance. The Parish Council, having checked the Parish Boundary maps, feels it appears that the Sheepwash Bridge, on the B1106 is the boundary between the parishes of Fornham All Saints and Fornham St Martin-cum-St Genevieve. There are two detached properties between the two bridges, which are officially in Fornham All Saints parish.

It would appear that the boundary between the two parishes follows the old course of the River Lark, prior to its canalisation around 1700.

There has been informal discussion amongst Fornham All Saints Parish Councillors in the past about whether the properties mentioned above should be in the adjoining parish, and given this current governance review the Parish Council confirms that:

- a. at its additional Parish Council Meeting last night there is a minuted record in the Council's meeting records showing discussions regarding these properties.
- b. the Chairman of the Parish Council of Fornham All Saints has had discussions with the owners of these properties about whether they would wish to move to the adjoining parish or remain within Fornham All Saints
- c. there have been informal discussions with the adjoining parish about whether they would wish to accept these properties.

Given the above points the Parish Council would like to state that with regards to the proposed change it will go along with the democratically expressed view of the 4 electors which is to remain in the parish of Fornham All Saints. The electors have expressed the view that they identify clearly with the Parish in which they are currently located and that their inclusion within Fornham All Saints reflects patterns of everyday life as they have a common interest in parish affairs and support the amenities located within the Parish.

In conclusion the Parish Council objects to any proposed changes to the boundary between the parishes of Fornham All Saints and Fornham St Martin cum Genevieve along the area between Fornham Lock Bridge and the Sheepwash Bridge, adjacent to the sewage works entrance in Fornham St Martin.

## **B. Response of Fornham St Martin cum Fornham St Genevieve Parish Council**

Following consultation with Fornham All Saints PC it is proposed that the two properties within this area should fall with the parish of Fornham St Martin cum Fornham St Genevieve. The river seems to be a natural boundary between the two parishes. Such a change will result in a more cohesive community and enable more effective and convenient delivery of local services.

## **C. Local electors**

Three electors from the properties in question made responses during the consultation. ~~They all indicated that the boundary should remain the same and the property should remain in Clare parish.~~ [original text amended as shown due to error]

(a) **Two** electors from one of the properties were of the view that the boundary should be moved so that the properties were in Fornham St Genevieve parish. They gave the following reasons:

- Create a strong sense of community identity (one elector)
- Improve the capacity of a parish or town council to deliver better services and to represent the community's interests effectively (one elector)

Supporting their preferences, these respondents commented:

- *"As we live east of the Lark river, our property is often assumed to be in Fornham St Genevieve rather than Fornham All Saints. We will still be at the 'end' of a Fornham so no change in house name is needed."*
- *"The River Lark would seem to me to make the natural boundary to the village of Fornham All Saints. I am very happy to live in Fornham St Genevieve. We will leave all our documents as they are and as long as our postcode remains the same and we continue to receive all post etc., then I can't see a problem. To be honest, it doesn't make any material difference to me, but it may matter one day if, for example, the golf course were ever sold and someone wanted to build on it. Then the council may want to enforce the village boundary. All spaces outside could then remain green."*

(b) **One** elector from the other property was of the view that the boundary should not be changed. The following reasons were given:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.

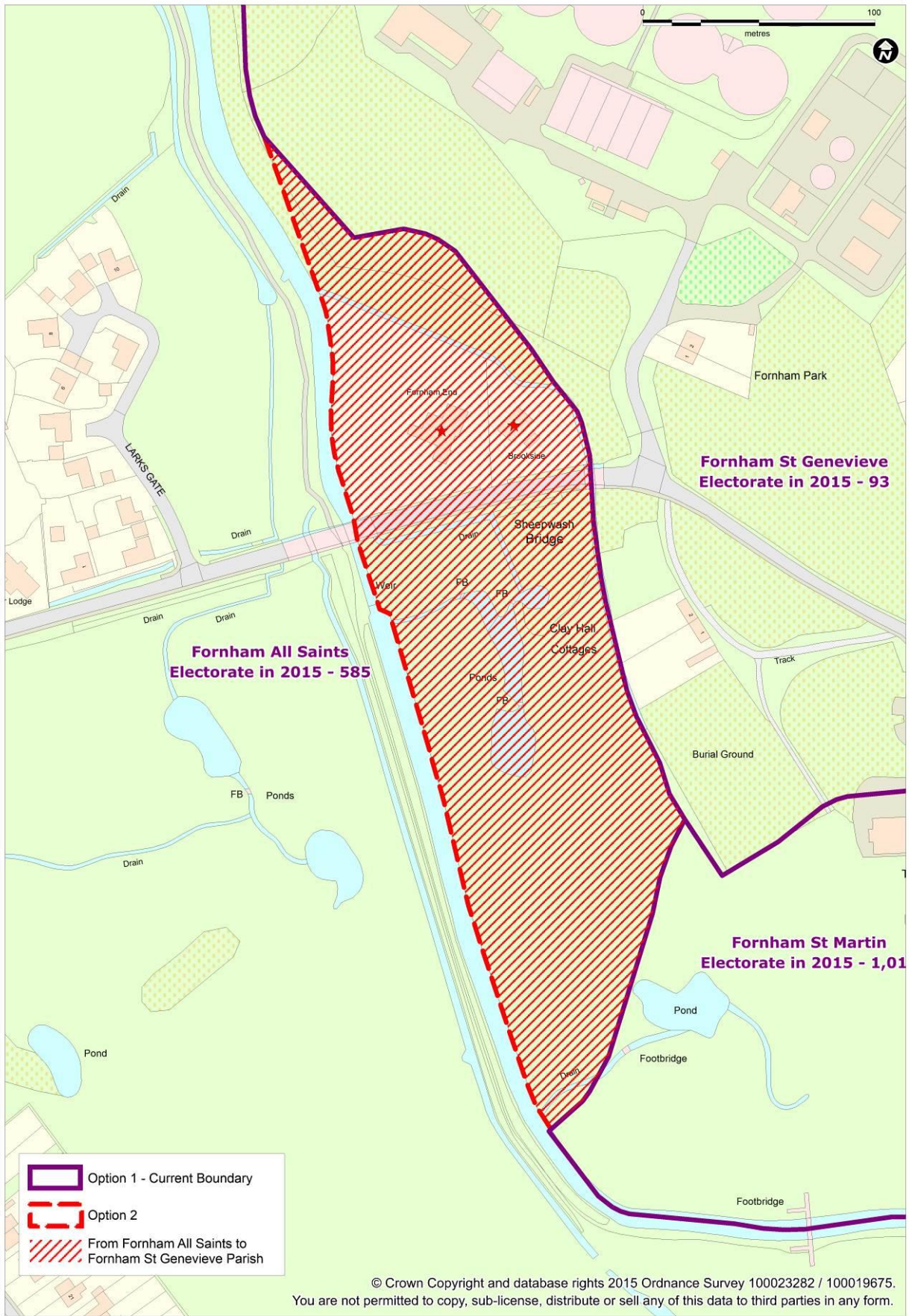
- Create a strong sense of community identity.
- Give easy access to good quality local services for new and existing residents.

In supporting of their preference, the respondent commented:

- *"Currently regularly use facilities in Fornham All Saints by foot and by car – pub, village hall, church, shop, play area, bus stop. Feel connected to Fornham All Saints being a few yards from the centre of the village. Have no connection to Fornham St Genevieve which has no village centre, is a hamlet of disparate houses and no separate existence (being incorporated into Fornham St Martin). Was previously parish councillor for Fornham All Saints and therefore feel part of this village."*

**Map overleaf**





<b>Issue No.</b>	<b>21. RAF Honington</b>
<b>Area or Properties Under Review</b>	The review will look at the parish boundaries and ward arrangements in respect of RAF Honington (and their consequential impact upon Borough, County and Parliamentary representation).
<b>Parishes</b>	Honington cum Sapiston Troston
<b>Borough Ward</b>	Bardwell Pakenham
<b>County Divisions</b>	Blackbourn Thingoe North
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish Councils</li> <li>• Letter to RAF</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Letters to the small number of civilian electors adjacent to the Station in Troston who were potentially affected any change of parish boundary</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Honington Parish was 687; split 247 in the Village Parish Ward and 440 in the (RAF) Station Ward. The electorate of Troston was 602. If this issue is progressed, a more detailed five year electorate forecast will be prepared during phase 2 of the review relating to any recommendation made.</p> <p>There are two things to observe in relation to the current electoral arrangements and consequential impacts:</p> <p>(a) Firstly, it would be possible to maintain separate polling stations for the station and village even if the parish wards were removed (by way of two polling <i>districts</i>, just as in urban wards e.g. Honington 1 and 2 Registers). The RAF were made aware of this fact in their consultation letter.</p> <p>(b) Secondly, for the reasons explained in Issue 26, it is still possible that, to achieve electoral equality in borough wards or county divisions, the LGBCE might require the two parish wards to stay in place. Therefore, since we do not yet know what the new size of a borough ward will have to be at the next electoral review, it is theoretically possible that, even were the Borough Council to remove the parish wards through this CGR, they could be later reinstated by the LGBCE. This is not a reason not to make the change in this CGR, but a risk of which to be aware. Equally, it also follows that the wards could later be removed by the LGBCE even if the Borough Council left them in place.</p>
<b>Analysis</b>	<p>The RAF Commander carried out consultation with families at the Station and, as a result, he supports Honington cum Sapiston Parish Council's proposal to remove of the Village and Station parish wards at the next scheduled elections.</p> <p>There has, however, only been a small amount of support expressed in relation to moving the Honington/Troston boundary in order for all of the housing associated with the Station to be in one parish. This has not been requested by either Parish Council or the RAF, although it was an option in the review.</p>



Respondents have, however, talked about the synergy between the Station and surrounding villages which suggests it would be ideal, if possible, for them to be contained in the same borough ward and county division. The Borough Council may, therefore, wish to seek this outcome in any consequential reviews of borough wards or county divisions.

In relation to the parish wards of Honington, if there is agreement that they should be removed through this CGR, the Council could recommend this option for consultation in early 2016 and then, as part of a final decision in summer 2016, be in a position to decide whether or not the best means of implementation is through the CGR or a subsequent electoral review of the Borough.

## **Summary of comments received during Phase 1**

### **A. Response of Honington cum Sapiston Parish Council**

"This matter has been raised previously by Councillors over the past few years and we have contacted the Borough Council with our concerns. Whilst Councillors appreciate the long standing ties that we share with RAF Honington and are delighted that so many use the facilities of the Village Hall and our local School, we feel that the Parish should no longer be "warded", as most parishes of our size are not. It is felt that we should be one parish for electoral purposes to encourage a sense of cohesiveness and integration. The three individual wards do not feel appropriate given our number of residents."

*(N.B. Clarification is being sought from the Parish Council whether the last sentence of its submission also means it wishes to merge the historical parishes of Honington and Sapiston to form one parish, electing one set of councillors. At present the parishes are grouped and elect their own councillors.)*

### **B. Summary of Response of Troston Parish Council**

Troston Parish Council believes there should be no change to the current parish boundaries, on the basis that this would:

- Preserve the capacity of the parish council to deliver better services and to represent the community's interests effectively.
- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.
- Reflect a strong sense of community identity.

From discussions with senior base personnel, people on the RAF base do not feel that they are a part of any particular parish. The base is very much a self-contained, self-financing, unit. Its existence does, however, have a considerable financial and environmental impact on ALL the neighbouring parishes. In Troston, RAF personnel often train through the village and it has to cope with associated vehicle movements.

The relationship with the base is nevertheless very good and the Parish Council is working with the camp to develop recreational facilities in its nearby local community woodland and a circular running path through the Parish, as well as a new bigger children's playground which is seen to be of value to families who live on the Base. In addition, there are plans to develop a football pitch in Troston, alongside a re-opened village pub (reflecting the patronage it received in the past from the Base). In turn, the Post Office, Shop and Take-away at the end of Heath Road is seen to be one of the few services available to the people in the village of Troston. Where children from a parish go

to school is irrelevant to the CGR.

About 50 per cent of Troston precept income is generated from the houses on the base that fall within our parish boundary and the viability of the parish would be seriously undermined if these houses were to be moved into Honington parish.

Precept income is an effective way of neighbouring parishes being compensated for the impact of the base, as well as creating local facilities for base personnel, and there might be an argument for dividing the base between all the neighbouring parishes, not just Honington and Troston.

### **C. Response of RAF Station Commander**

"My staffs have consulted widely on the proposal to amalgamate the RAF Honington ward within the nearby Honington cum Sapiston Parish. We feel that this change would not have any significant negative effects and would bring the Station in to the Parish that provides schooling for the majority of our young people. We already have close linkages with Honington cum Sapiston Parish Council and would see this change as a strengthening of relations in our local community."

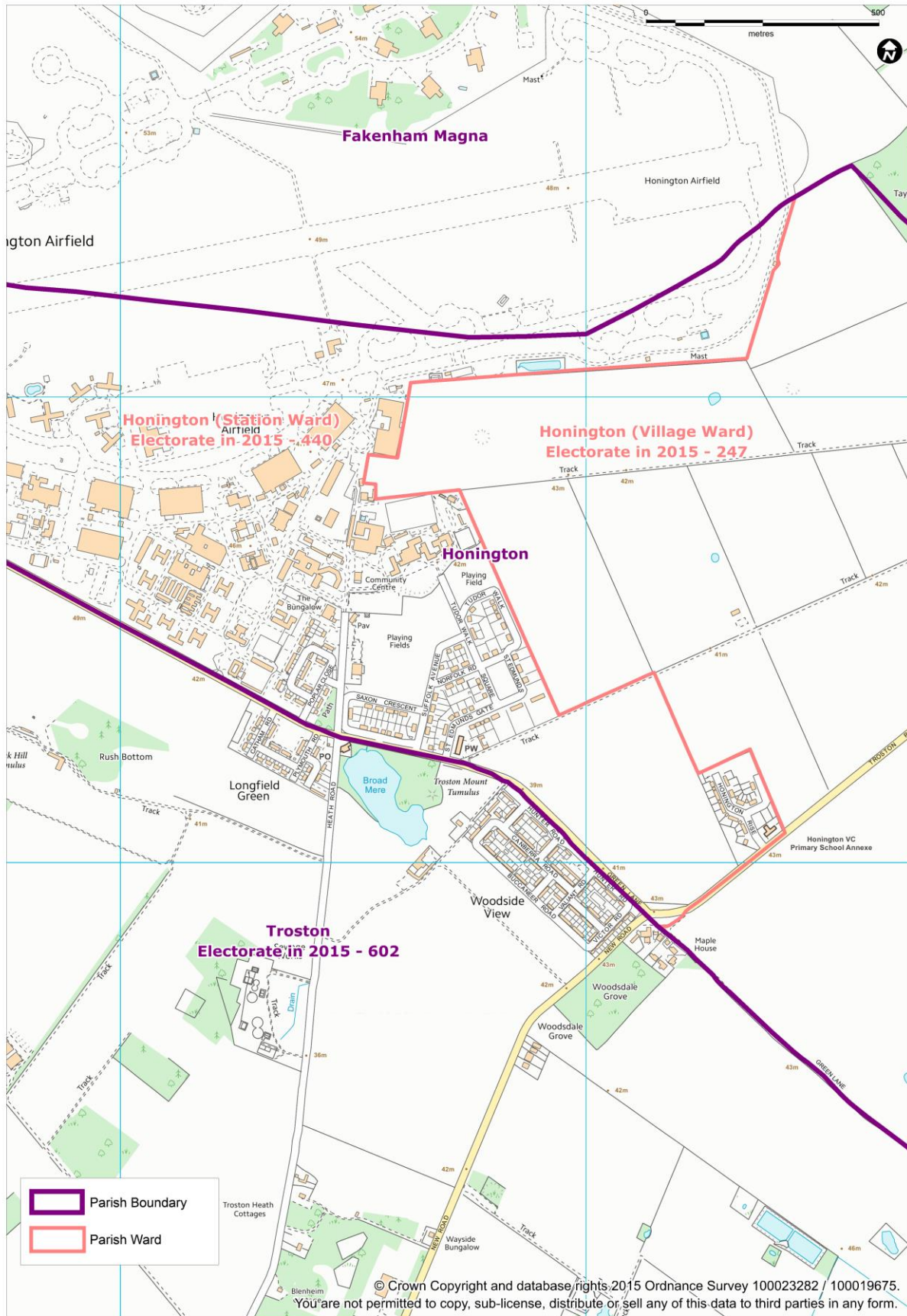
### **D. Local electors**

Two electors living in one of the small number of 'civilian' properties adjacent to the RAF Station in Troston have written to express a wish to be in the same parish/parish ward as the RAF Station (as part of a move of the military housing from Troston to Honington). Both said this would reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common, and improve the capacity of a parish council to deliver better services and to represent the community's interests effectively. One of the electors also felt it would give easy access to good quality local services (see specific comment below) whereas the other elector felt it would generate interest in parish affairs and improve participation in elections and community activities (this elector observed that, in terms of access to services, all they got were their bins emptied). The elector who felt that services would be improved specifically commented:

*"We have always felt more associated with RAF Honington than Troston due to our location. If we were officially linked we may be allowed access to some of RAF Honington's facilities - we currently only have negative implications e.g. our car insurance is much higher."*

A parish councillor from Bardwell has responded in an individual capacity to suggest that all 'RAF' electors should remain in their own parish ward and that, to reflect a more natural community link, the military housing currently in Troston should also be in that same parish ward (i.e. moved to Honington Parish). This would be in order to create a strong community identity and reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common.

**Map (see overleaf)**



<b>Issue No.</b>	<b>22. Weathercock House, Market Weston</b>
<b>Area or Properties Under Review</b>	Boundary between Market Weston and Thelnetham in the vicinity of Weathercock House.
<b>Parishes</b>	Market Weston Thelnetham
<b>Borough Wards</b>	Barningham
<b>County Division</b>	Blackbourn
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders</li> </ul>
<b>Projected electorate and consequential impacts</b>	Two electors are directly affected but there is minimal impact on either parish.
<b>Analysis</b>	The two electors, one parish council and the Borough Councillor are all of the opinion that the boundary should be moved so that the property is in Market Weston parish. The other parish has no strong opinion.

### Summary of comments received during Phase 1

#### A. Response of Thelnetham Parish Council

Thelnetham Parish Council have indicated that they have no strong opinion on the boundary.

#### B. Response of Market Weston Parish Council

Market Weston Parish Council are strongly of the view that the boundary should be moved so that the property is in Market Weston parish.

The same family has lived in the property for over 85 years. When voting in elections their papers have always been sent for Market Weston, until this year. The deeds for the property, which date back to 1641, state the house is in the Parish of Market Weston. The post code is New Common Road, Market Weston and over 50% of the plot is in Market Weston. The Parish Council has always been under impression that Short Grove Lane, the lane in front of the property, was the boundary and feel the boundary should be moved to reflect this, as shown on the attached map. The Parish Council would like to see evidence that supports the inclusion of Weather Cock House in the parish of Thelnetham as it can see no reason why this should be the case.

#### C. Local electors

Two electors from the property in question made responses during the consultation. They both indicated that the boundary should be moved so that the property is in Market Weston parish. The following reasons were given:

- Reflect patterns of everyday life for those living and working in the area building upon what new and existing communities have in common (cited by 1)
- Create a strong sense of community identity (cited by 1)
- Improve the capacity of a parish or town council to deliver better services and to represent the community's interests (cited by 1)

Supporting their preferences, the respondents both commented:

- *"Weathercock House was built in 1641 - documentation has stated it is in Market Weston. When planning permission was obtained for Weathercock Barn, we had to purchase from SEBC, at a cost, a map which showed Weathercock House being in Market Weston.*
- *I have lived at Weathercock House for 42 years - past generations of my husband's family have lived in house also.*
- *Election voting papers have always been for Market West polling station*
- *Our postcode is New Common Road, Market Weston*
- *Children from Weathercock House attended Market Weston Primary school until it closed*
- *A large percentage of the property falls into your new boundary of Market Weston*
- *We, and local people. always assumed the boundary of Market Weston and Thelnetham was Short Grove Lane*
- *I have served on Market Weston Parish Council and MW Village Hall Committee for many years - PC since 2005 and VH committee for over 25 years and usually involved with other village activities. My allegiance will always be to Market Weston."*

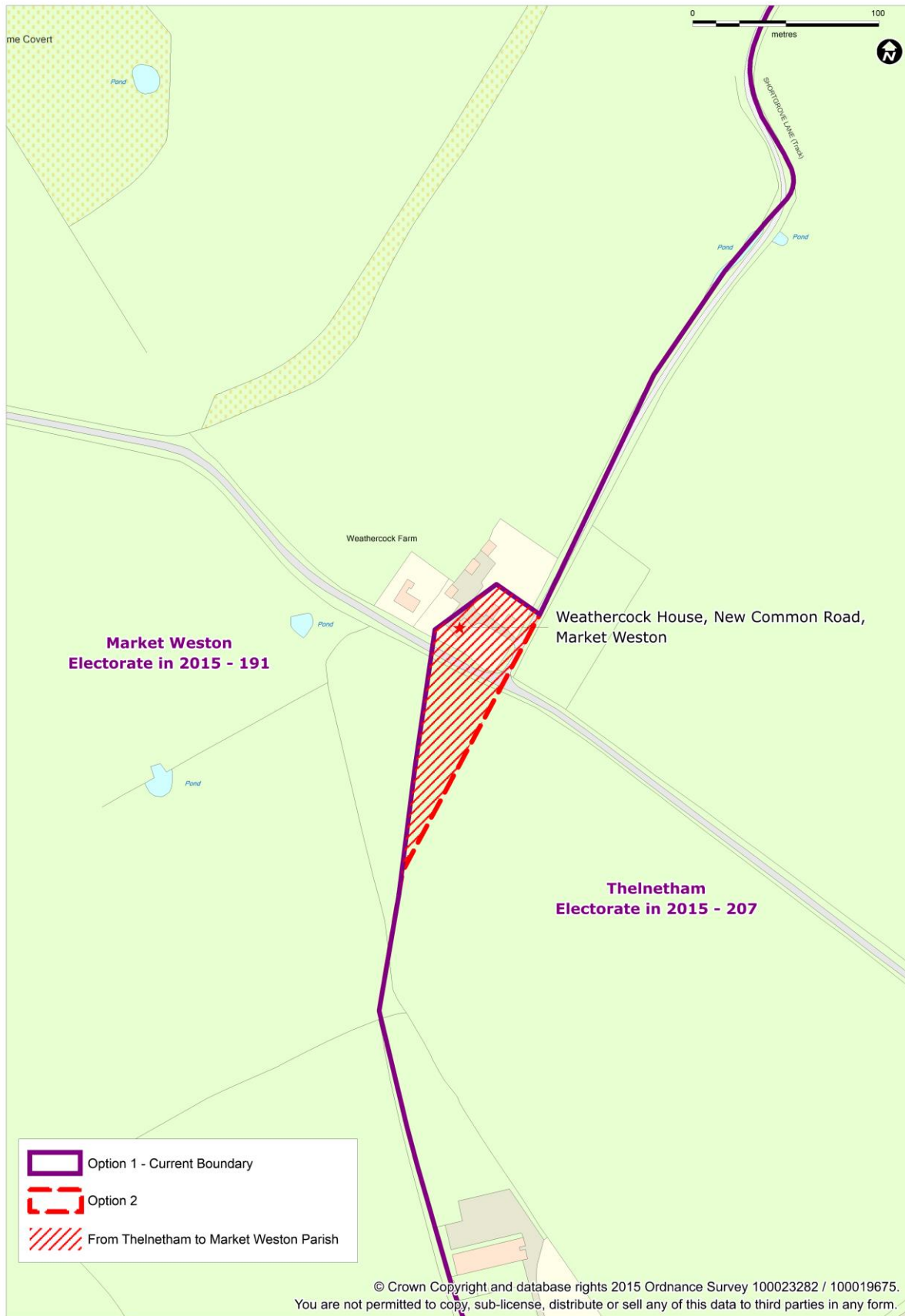
**D. Cllr Carol Bull (Bardwell Ward)**

Supports the view that the boundary should be moved so that the property is in Market Weston.

**E. Cllr Joanna Spicer (Blackbourn)**

Supports the view that the boundary should be moved so that the property is in Market Weston.

**Map overleaf**





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<b>Issue No.</b>	<b>23. Properties on Dunstall Green Road between Ousden and Dalham</b>
<b>Area or Properties Under Review</b>	The boundary between St Edmundsbury and Forest Heath Districts in the vicinity of Dalham and Ousden. The Borough Council does not have the ability to make changes to district boundaries as part of this CGR but can consult on this issue and raise these concerns with the Local Government Boundary Commission and ask them to carry out a Principal Area Boundary Review.
<b>Parishes</b>	Dalham (Forest Heath District Council) Ousden
<b>Borough Wards</b>	Wickhambrook
<b>County Division</b>	Clare
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to directly affected residents</li> <li>• Letter to stakeholders (including Dalham PC)</li> </ul>
<b>Projected electorate and consequential impacts</b>	Thirteen electors resident in 8 properties.
<b>Analysis</b>	<p>Electors, Ousden Parish Council, Hargrave Parish Council and the County Councillor for Clare Division are all of the view that the boundary should be moved so that the properties are in Ousden parish.</p> <p>A request to review the boundary between two Principal Areas would need to be made to the Local Government Boundary Commission for England (LGBCE) and would need to have the support of all parties. Consequently, more consultation with Dalham and FHDC could take place in phase 2.</p>

<b>Summary of comments received during Phase 1</b>
<p><b>A. Response of Ousden Parish Council</b></p> <p>Ousden Parish Council have requested a review of the parish boundary with Dalham as it believes that the current boundary does not reflect the interests of the community.</p> <p>The current boundary produces an anomaly as the property of Evered is situated in Pound Green within the village of Ousden but is part of Dalham parish along with the properties from Lilac Cottage to the Barn and Hill House, while Matthew's Rest is in Ousden. Most of the residents in these properties have closer ties with Ousden and the Parish Council believes that changes to the boundary will improve community cohesion and better reflect the fact that geographically these properties are already in Ousden.</p> <p>Ousden Parish Council have asked for this request to be referred to the Boundary Commission for consideration.</p>
<p><b>B. Response of Hargrave Parish Council</b></p> <p>Does not object to Ousden's proposal.</p>
<p><b>C. Local electors</b></p> <p>Six electors from three of the properties in question made responses during the consultation. They all indicated that the boundary could be moved so that the</p>

properties are in Ousden parish and as such in the borough of St Edmundsbury.

They gave the following reasons:

- Reflect patterns of everyday life for those living and working in the area, building upon what new and existing communities have in common (cited by 3)
- Create a strong sense of community identity (cited by 3)
- Give easy access to good quality local services for new and existing residents (cited by 3)
- Generate interest in parish affairs and improve participation in elections, local organisations and community activities (cited by 2)
- Improve the capacity of a parish or town council to deliver better services and to represent the community's interests effectively (cited by 1)

Supporting their preferences, these respondents commented:

- *"Schooling for children."*
- *"Main concern is to get children to the correct school especially more than one."*
- *"Schooling – nearer Bury St Edmunds and associated schools than Newmarket. 2 miles from the village of Dalham and less than half a mile from Ousden."*
- *"This would clarify education service in the village, as we have to attend a school 8 miles away rather than 3 miles and where the other children in the village attend."*

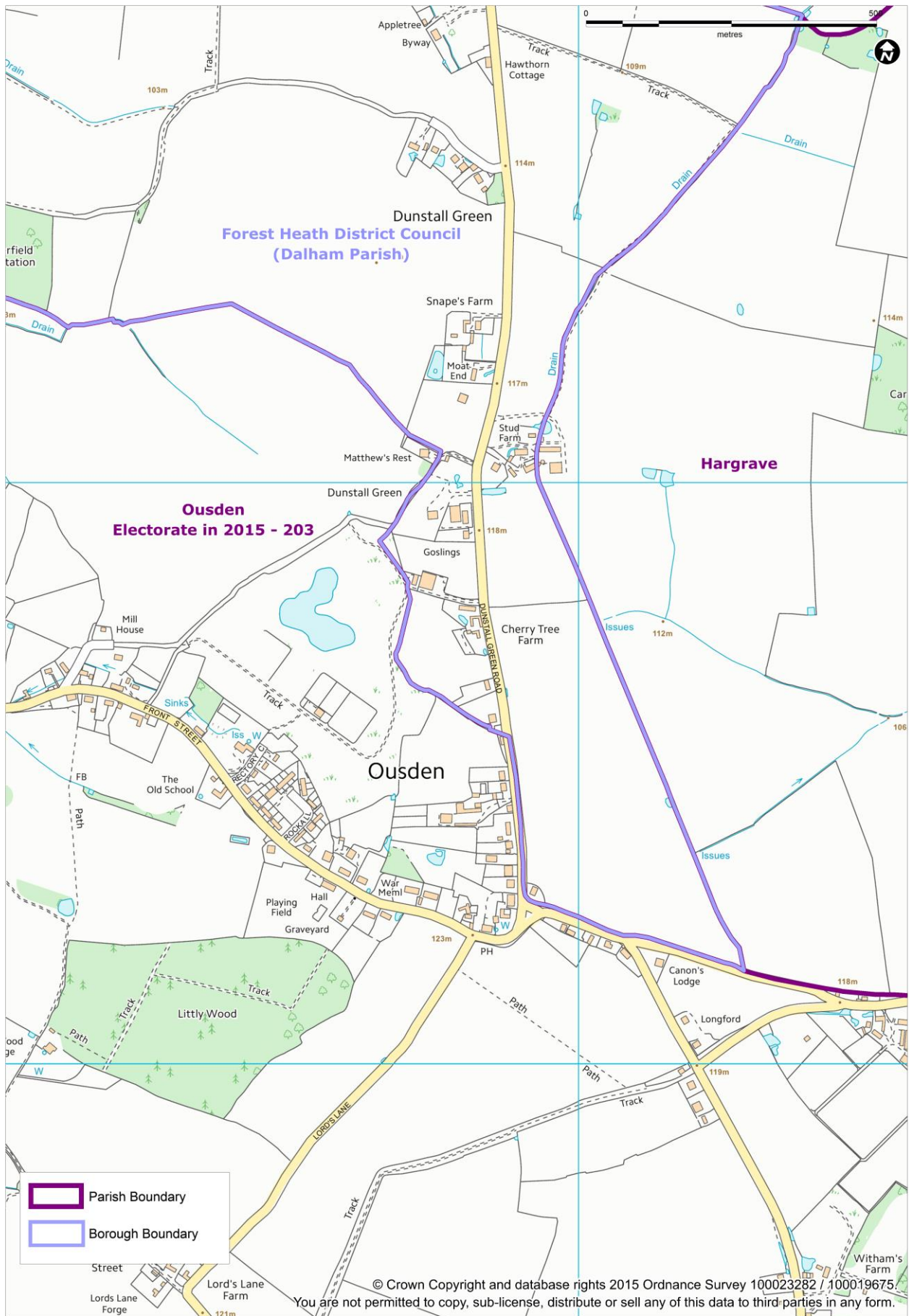
#### **D. Cllr Mary Evans (Clare Division)**

Supports the view that the boundary should be moved so that the properties are in Ousden parish as these properties are much more closely linked with Ousden.

#### **E. Cllr Lisa Chambers (Newmarket and Red Lodge Division, Forest Heath District)**

No comments to make at this stage as she had not been able to discuss this matter with Parish Councillors from Dalham.

**Map overleaf**



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<b>Issue No.</b>	<b>24. Stansfield Parish Council</b>
<b>Area or Properties Under Review</b>	The review will look at the number of councillors for Stansfield Parish Council
<b>Parishes</b>	Stansfield
<b>Borough Ward</b>	Cavendish
<b>County Divisions</b>	Clare
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish Council</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Electorate</b>	The Autumn 2015 electorate of Stansfield Parish was 175.
<b>Background</b>	Stansfield Parish Council has asked if it might have seven councillors instead of six in common with other nearby villages of the same size to assist in effective governance (for instance, its neighbouring parish councils of Depden, Hawkedon and Poslingford have seven councillors).

### Summary of comments received during Phase 1

#### A. Response of Stansfield Parish Council

Stansfield Parish Council would like to increase the number of councillors from 6 to 7 in line with many other small councils such as Ousden and Lidgate.

As the quorum for meetings is 3 it has, on occasions, been difficult to hold a meeting due to low numbers. Increasing the number of councillors would improve the efficiency of meetings and enable the Council to deliver a better service to the electorate by offering a wider pool of experience.

#### B. Councillor Mary Evans (Clare Division)

It is a sensible suggestion and ensures the council will always be quorate and is able to serve the village well.



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<b>Issue No.</b>	<b>25. Great Thurlow and Little Thurlow</b>
<b>Area or Properties Under Review</b>	Whether or not to combine the parish councils of Great and Little Thurlow. The review arose from a request from Little Thurlow Parish Council during consultation on the terms of reference for the CGR: <i>"Little Thurlow Parish Council request that you carry out an Independent Review of the need for two Parish Councils for Thurlow under your Community Governance Review."</i>
<b>Parishes</b>	Great Thurlow
<b>Borough Ward</b>	Little Thurlow
<b>County Divisions</b>	Withersfield
<b>Method of Consultation</b>	<ul style="list-style-type: none"> <li>• Letter to Parish Councils</li> <li>• Emails to elected representatives (Borough, County and MP)</li> <li>• Letters/emails to other stakeholders (see Appendix C)</li> <li>• Online questionnaire available for respondents to use</li> </ul>
<b>Projected electorate, warding arrangements and consequential impacts</b>	<p>The Autumn 2015 electorate of Great Thurlow Parish was 150. Little Thurlow Parish was 190. There would be no consequential impacts on current borough wards or county divisions of bringing the two councils together.</p> <p>In terms of the formal options available under a CGR in relation to the specific terms of reference, these are:</p> <ul style="list-style-type: none"> <li>(a) no change;</li> <li>(b) merge the two parishes to form a single parish (which means councillors will represent both Little Thurlow and Great Thurlow as a single parish unit); or</li> <li>(c) create a Grouped Parish Council i.e. two separate parishes served by one council (which means there will still be councillors elected separately from both parishes to the grouped council).</li> </ul> <p>There are also informal joint governance approaches which could be considered, but these are in the gift of the two parish councils and not a matter for a CGR.</p>
<b>Analysis</b>	<p>This issue was proposed by one of the two parishes for inclusion in the CGR. A range of views have been expressed in the first evidence gathering stage of the review, with no consensus emerging. In particular, Great Thurlow Parish Council have made it clear they favour no change to the current arrangements so, if the Borough Council felt that creating a single parish unit (grouped or merged) was the best way to reflect community identity and/or create the conditions for effective local government, then it would be doing so against the wishes of one of the two parties. It may also be that, reflecting subsequent comments from Little Thurlow Parish Council, a separate and bespoke review process is required which would look at informal ways to build upon the successes of the existing joint arrangements between the two villages, outside of formal constraints of a larger and generic CGR process. This could link to the Council's Families and Communities Strategy and would not preclude this issue being returned to in any future CGR.</p>

## Summary of comments received during Phase 1

### A. Response of Great Thurlow Parish Council

"Gt Thurlow PC are against any merger with Little Thurlow PC - we have stated this before and our position has not changed. We feel we have totally different views as most of our parishioners live in rented accommodation from the Thurlow Estate. We also feel that the financial gain would be minimal, in fact it would be detrimental when applying for grants for certain village projects. We hope you will bear these points in mind during your consultations."

### B. Response of Little Thurlow Parish Council

In relation to the CGR criteria, the Parish Council has provided the following response in respect of how a single Thurlow Parish Council would:

1. Represent a distinctive & recognisable community of interest, with its own sense of identity & a strong 'sense of place'

For many years all significant Thurlow decisions have been made at joint meetings of Little & Great Thurlow Parishes. This indicates that effectively, both Parish Councils see Thurlow as the community. Recently a new children's playground project was started & successfully completed within 2 years by a committee of members from both Parishes. Two years ago we started a campaign to reduce speeding on our main road. Both Parish co-ordinated buying and where to site vehicle activated signs. This year campaigns to save the Pre School and to buy the village pub were organised by residents from both parishes and were supported by both Parish Councils. Not only do the Parish Councils act as if Thurlow was one community, residents from both parishes help to manage village activities such as the Thurlow Fayre, Thurlow Sports Club, Thurlow Village Hall and the Village Link. Each Parish doesn't act separately for these community activities, nor is each Parish named in these organisations. They're called 'Thurlow' not 'Little & Great Thurlow. Our communities' actions show that Thurlow is our community.

2. Reflect patterns of everyday life for those living and working in Thurlow and serve everyone in those communities

Most residents do not work in the village. The main local employer is the 'Thurlow Estate', who own houses in both parishes and employ people from both parishes. Primary education is provided by 'Thurlow VC School' (and pre-school) which caters for pupils from both parishes and eight neighbouring villages. Thurlow Garage serves the whole village. Social and leisure activities such as Thurlow Sports club, The 'Thurlow Cock ' Pub have been run by and used by, residents from both Thurlow parishes.

3. Encourage a sense of civic values, responsibility and pride and generate a common interest in parish affairs and improve participation in elections and/or promote strong and inclusive local community organisations and activities.

Currently all significant Thurlow decisions are taken at joint Parish Council meetings, which have no status in law. A single council would effectively make our current joint meetings the Parish meeting and lawful decisions, made at this one meeting. We'll no longer need both Parish councils plus a joint meeting to make every decision. Single Thurlow meetings will be more inclusive, meaningful and encourage greater participation.

4. Help a community to be well run, with effective and inclusive participation, representation & leadership; give easy access to good quality local services for new and existing residents; improve the capacity of a parish council to deliver better services and to represent the community's interests effectively

A single Thurlow Council would need fewer meetings, resulting in reduced costs and more effective decision making. The meetings which would continue would be the joint Thurlow meetings, where all important issues are discussed. The meetings no longer needed would be the separate parish meetings which duplicate these joint discussions. About 35% of Little Thurlow PC's budget is administration. A single Thurlow Council, merged or grouped would halve administration costs. Thurlow will need one clerk, who'd administer fewer than half the current number of meetings and have less paperwork. Meeting costs would reduce from about £3,000 to under £1,250 per year in Little Thurlow alone. For small councils this is a considerable cost saving. The matters currently discussed solely at separate Parish Councils are planning, street lighting and specific environmental issues. These could remain separate parish decisions (if wanted) by forming a grouped council with two Parish sub committees with a remit to deal with planning etc. Thurlow governance will be better & more effective.

5. Give users of parish services a democratic voice in the decisions that affect them, as well as a fair share of the costs.

Single Parish Thurlow Meetings will make decisions where the democratic vote will have legal status. Abandoning the need for further meetings will reduce costs, whilst enhancing the democracy of Thurlow.

6. on parish precepts (the parish council's share of the Council Tax)

As a result of the cost savings outlined with the same services the parish precept will be reduced.

In support of this submission, the Chairman of the Parish Council has also written (*in more than one piece of correspondence, summarised here*) to clarify the Council's position regarding the review, expressing concerns that the generic CGR process (as explained in the terms of reference and Appendix B of this report) is not what Little Thurlow had envisaged or wanted when they requested the review in February 2015, and has caused disquiet among some residents (including concerns about the online questionnaire). He advises that improving the effectiveness and value for money of Thurlow governance was the reason the Parish Council requested a review and that, while the Council recognises that 'a single Thurlow Parish Council' is an option, initially focusing on one solution may not be the best way to identify the range of options necessary to create a governance solution which reflects the deep historic roots of the two parishes. The Parish Council believes that improvements will be best achieved through consensus when all options have been carefully considered in consultation with both Thurlow Parish Councils. In requesting the review, the Parish Council had wanted a comprehensive discussion about improvements with support from SEBC, and not just the focus on formal governance structures that a CGR entails; the effectiveness of joint meetings and the impact of formal and informal decisions of local businesses also community groups is also significant.

### **C. Local electors**

Little Thurlow Parish Councillors produced a short summary of their submission arguments (and the counter-arguments) and the three options under a CGR in "The Village Link" (the newsletter for Great Thurlow, Little Thurlow and Great Wratting) in

October 2015. The article asked residents to let the Parish Council know their views.

19 people with "CB9 7" postcodes used the online response form to provide their views directly to the Borough Council during phase 1 of the review:

- 13 local electors (including a Borough Councillor for another part of the Borough) all with
- 1 local business (The Thurlow Estate)
- 5 parish councillors (3 from Little Thurlow and 2 from Great Thurlow)

While it is important not to attach statistical weight to these responses, they nonetheless provide some excellent local evidence to inform the Council's decision. As a matter of record, however, of the 19:

- **11** favoured no change to the current arrangements
  - *Most commonly because it reflects everyday life (cited by 6), creates community identity (4) and would give easy access to services (4). Respondents also felt it would generate interest in parish affairs (3) and improve the capacity of the parish council to represent community interests/provide services (2).*
- **6** favoured creating a Grouped Parish Council
  - *Most commonly because it would: improve the capacity of the parish council to represent community interests/provide services (5); and generate interest in parish affairs (4). Respondents also felt it would create a strong sense of community identity (3), reflect everyday life (2) and give easy access to services (1).*
- **2** favoured merging the two parishes to form a single parish
  - *Both felt it would improve the capacity of the parish council. Reflecting everyday life, creating community identity and giving easy access to services were also mentioned (all once).*

So, broadly speaking there was no consensus, with an 11:8 split (no change:change), and grouping being the more popular of the two change options. Those favouring no change tended to emphasise the value of reflecting everyday life and different community identities in terms of the CGR criteria. Those favouring change focused on the benefits in terms of more efficient and effective local parish governance. Those favouring no change emphasised the need for both parishes to want to make the change, and not one.

This pattern can be seen in anonymised extracts from their comments, which offer some good background evidence of local opinion and context:

### **Those favouring a change**

- "Ideal scenario would be a single Parish Council, though a grouped council would ensure that residents from both villages would be equally represented. The grouped council would handle decision making much more efficiently, as very often decisions have to be deferred to wait for the other parish Council to respond when issues affect the whole community, which is very frequently. There would be much less administration, less time spent in meetings, a requirement for a single Clerk, and therefore much better use of public money".
- "Grouping should be considered if it can reduce the amount of money spent on administration, allowing more money to go towards services and amenities, and/or if

it enables decisions to be taken more rapidly and effectively. The current system of having a parish council meeting to discuss an issue, then a joint meeting to discuss it together, then separate meetings to implement the decisions, seems cumbersome, costly and inefficient. Do 400-500 residents who share many joint amenities and services, need two separate councils?"

- "I would find it completely unacceptable to create a single parish as Lt and Gt Thurlow have their own separate identities going back to the Domesday book of 1086. Lt and Gt Thurlow have always throughout history been part of big country estates and that still remains the case to this day. The villages were originally called Thurlow Parva and Thurlow Magna and both villages have their own Church, St Peters in Lt Thurlow and All Saints in Gt Thurlow. The question is how can the Parish councils work better together but respect the historic and separate identities of both villages. I believe the grouped council is the best way forward. If the grouped council option cannot be achieved the current situation as two parish councils is my 2nd preferred choice."
- "It seems to me unarguable that meetings should be in common not least as the School is in one Parish only but impacts on the residents of both. BUT: Whilst the nomenclature Little and Great remains in common use for roadsigns, Churches and "Halls", consideration must be given to a slowly, slowly approach to change, not least as Little Thurlow Green is an "outlier" with unresearched preferences, and the general historical associations that are such an important part of what binds people into a community."
- "With.. the considerable number of properties in Great Thurlow now being let to "newcomers" rather than the historical "local" farm workers with their traditions of decades of localism, it is going to take time to see how the sociological changes impact on the community(ies). It would be a shame to instantly throw out centuries of localism for the sake of an annual £5 per elector cost, when there is the opportunity to nearly halve the costs whilst allowing time for greater thought and consideration. Central Government is, reportedly, in favour of more subsidiarity and localism so let us take the time to reflect how that should be implemented. The numbers of electors in each of the Thurlow parishes exceeds that of others that remain unjoined, and as the pace of housing development accelerates around Haverhill it is important that the residents of the present Parishes have their, possibly very different, opinions properly considered and respected."

### **Those favouring no change**

- "I am well aware that the two communities each have distinctive qualities, identities and populations. While the two villages are very different in character, they do of course have some shared resources, for example the recreation ground. I firmly believe that the current parish council arrangements with two separate councils has worked very well for many years in ensuring that the distinctive needs of each community are well met, while the occasional joint parish council meetings have also ensured that the views of each community are understood and taken into account when coming to decisions over local issues relevant to both communities. Speaking as a councillor on Great Thurlow Parish Council, we have a good complement of experienced and committed councillors who understand their community and the views of the local residents well, as I am sure do Little Thurlow. I firmly believe that the amalgamation of the two councils would introduce unnecessary tensions and lead to a lower standard of decision making, to the great disadvantage of both communities. I therefore firmly support the view of maintaining the current parish council arrangements which work perfectly well."
- "I strongly feel that there should continue to be two separate Councils for Great and

Little Thurlow. They are two separate villages with two very different identities and needs. Combining the two Parish Councils into one will dissolve the identities of the two separate villages into one and the residents voices will get lost. The system has worked well for a very long time and I feel that change, in this case, would NOT be progress."

- "I live in Little Thurlow Parish, and work in Great Thurlow Parish. I feel both have separate identities, are served by their own individual churches, and are made up differently (Gt Thurlow has a high degree of rented properties, whereas Lt Thurlow is principally Owner Occupied). That said, they have good relationships between the Parishes, and share when necessary (as do all Parishes across the Country), their facilities with adjoining Parishes (School and Recreation Ground). Both Parishes have been very well served by their own Parish Councillors for many, many years. It works at present. So much so - that each Parish agreed to meet up several times a year to compare notes - whilst still preserving their independence so that they could make a decision on their own. Gt Thurlow Parish Council was asked by Lt Thurlow Parish Council whether they wished to amalgamate. Gt Thurlow wrote an emphatic reply to say no. However, Lt Thurlow Parish Council still seek to join up the Parish Councils despite this clear expression of rejection. I would vote to leave the current position as it is, as it works - and to try and force an amalgamation when Gt Thurlow Parish Council do not want it strikes me as a take over - not democracy."
- "I live in Lt Thurlow. There is a different identity in Little Thurlow, to that in Gt Thurlow. Although I live in a rented property, most of the houses in this Parish are owner occupied - whereas in Gt Thurlow, most belong to the Thurlow Estate and are rented. Both have their own churches. The two parish councils represent each Parish perfectly well, and have done so without issue for many, many years. I understand that Gt Thurlow Parish Council has already voted once against amalgamation - so why force it upon them. I would vote to leave the status quo."
- "I do not believe this is the will of both parish councils and so were it to go ahead, would be tantamount to a hostile takeover of one parish council by another. This would be a worrying precedent to set for inter-village relations and could prove counter-productive to the stated aims of good governance. As a local resident, I do not wish the current arrangements to change."
- "I see both Parishes as different. Gt Thurlow is predominantly owned by the Thurlow Estate, and is lived in by current, or retired Estate employees, as well as short and long term tenants. Little Thurlow by contrast is 2/3rds owner occupied, has a school, and I think has a different feel. Both Parishes conduct their business very well, and independently of each other. That said, I know that whenever an investment project arises on the Sports Ground in Gt Thurlow, both Parish Councils discuss with each other implications and funding and practicalities as a matter of good neighbourliness and information sharing (by way of a joint Parish Council meeting), but revert to their own Parish Council meetings for the decision process - which I understand Gt Thurlow Parish Council prefer. As a business dealing with both Parishes, I have no issue or problem dealing with both Parish Councils in the current way in which they are set up. If I may suggest - "if it ain't broke - don't mend it" comes to mind. If both Parishes are adamant that they wish to join up together - then we would of course then have no problem with dealing with a singular Parish Council - but I would hope that it was a mutually agreeable merger of the two Parishes rather than a take over bid by one over the other. If for instance Lt Thurlow PC was seeking this and Gt Thurlow PC was not - I suspect resentment would grow."

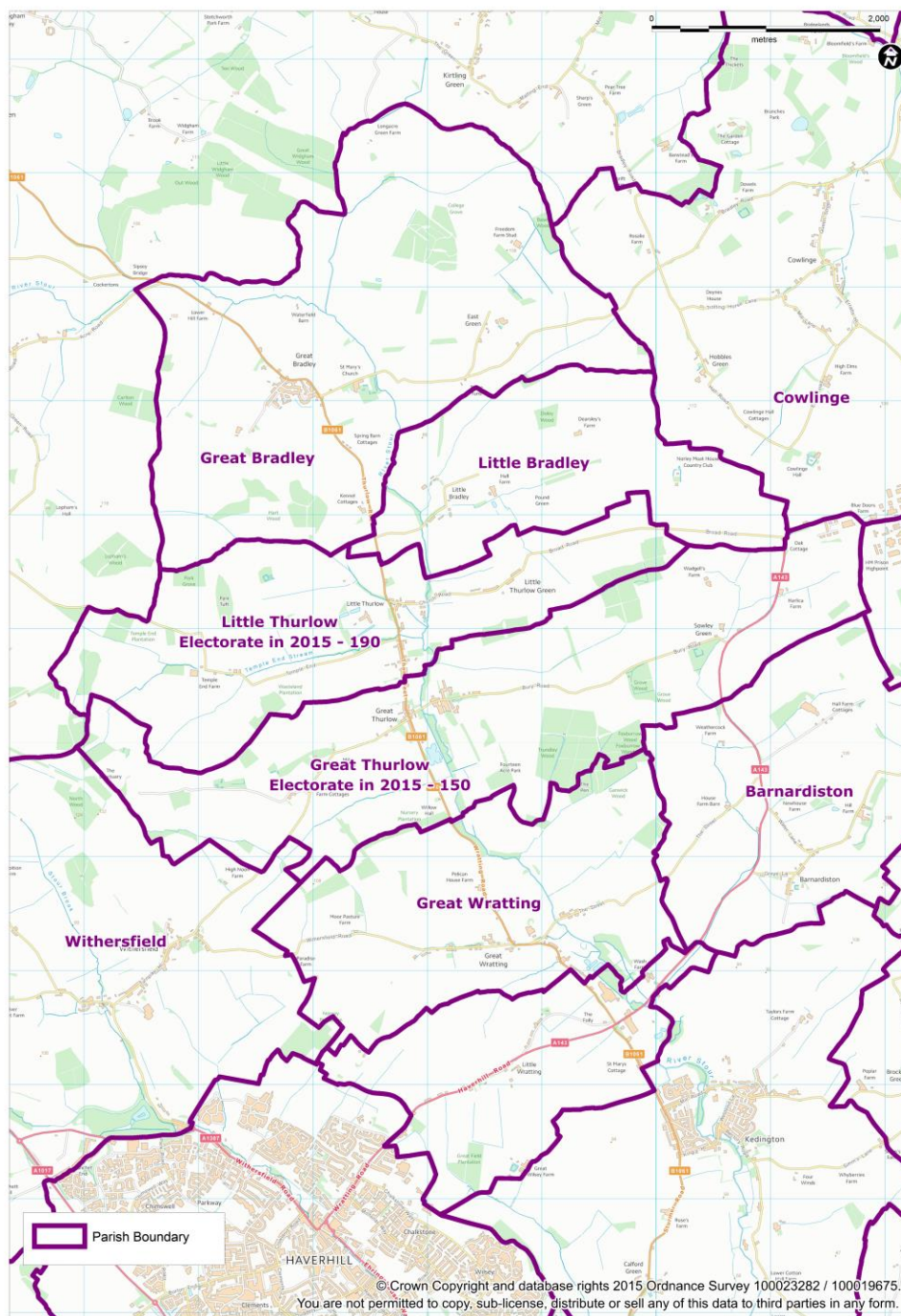
#### **D. Cllr Mary Evans (Clare Division)**

Proposals for any change to the governance of Great and Little Thurlow must be consulted upon with care and in detail. I would like assurances that residents will be fully



consulted.

## Map



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