



EAST RIDING

OF YORKSHIRE COUNCIL

**STAMFORD BRIDGE  
COMMUNITY  
GOVERNANCE REVIEW**

**REPORT TO  
CABINET  
2 FEBRUARY 2021**

# EAST RIDING OF YORKSHIRE COUNCIL

**Report to:** The Cabinet  
2 February 2021

**Wards:**  
Wolds Weighton  
Pocklington Provincial

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## Stamford Bridge Community Governance Review – Draft Recommendations

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Report of the Director of Corporate Resources

### **A. Executive Summary**

Following the receipt of a valid petition from Stamford Bridge Parish Council proposing amendments to the parish boundaries, the Cabinet, at its meeting on 7 July 2020, gave approval to the commencement of a community governance review and the associated terms of reference and review timetable.

In accordance with the statutory process, a first phase of public consultation was held in order to give local interested parties the opportunity to provide feedback on the initial proposals submitted by Stamford Bridge Parish Council. The first phase of consultation closed on 30 September 2020 and the next stage of the process is for draft recommendations to be considered for approval, or otherwise, by the Cabinet. The draft recommendations will then be the subject of a second phase of public consultation prior to final recommendations being developed and considered for approval by the Council.

### **B. Corporate Priorities**

Growing the Economy

### **C. Portfolios**

Leader  
Deputy Leader  
Strategic Management  
Community Involvement and Council Corporate Services  
Enhancing Communities

### **D. Recommendations**

It is recommended that Cabinet approves the following recommendations:

- a) That the draft recommendations be approved for the second phase of public consultation.
- b) That the revised review timetable (Appendix 1) be approved.

### **E. Equality Implications**

Equality implications have been considered and no negative impacts upon protected characteristic groups were identified.

## 1. Background

- 1.1 Prior to the introduction of the Local Government and Public Health Act 2007 (the Act), proposals to establish or disestablish town and parish councils and their electoral arrangements (including the number of seats on each council) were taken by the Secretary of State.
- 1.2 The Act changed this process and devolved that responsibility to local authorities, and statutory guidance was issued to enable this to take place. In most circumstances principal authorities will be able to make decisions themselves, while in others the matter will be referred to the Local Government Boundary Commission for consideration of any consequential matters affecting local government boundaries.
- 1.3 A Community Governance Review can be used for the following:-
  - The creation of a parish.
  - Establishing a Council for a parish.
  - Naming a parish.
  - The alteration of boundaries of existing parishes.
  - The abolition of a parish.
  - The dissolution of a parish council.
  - Changes to the electoral arrangements of a parish council.
  - Whether a parish should be grouped under a common parish council or de-grouped.
- 1.4 A valid petition, signed by in excess of 800 local residents, was received from Stamford Bridge Parish Council for a community governance review to be undertaken. The petition included proposals to amend the northern boundary with Skirpenbeck parish; the southern boundary with Catton parish; and increase in the size of Stamford Bridge Parish Council from 9 to 10 seats, should the proposed changes to parish boundaries be approved.
- 1.5 In accordance with the statutory guidelines for undertaking community governance reviews, the proposals have been subject to a first phase of public consultation of interested parties. The aim of this phase of consultation was to obtain initial feedback on the proposals put forward by Stamford Bridge Parish Council and to help inform the development of draft recommendations for consideration by the Cabinet.
- 1.6 All the feedback received has been collated and analysed by the Council's Business Intelligence Team and the full report is available in the supporting background papers, which have been deposited in group offices, public deposit points and published on the Council's website.
- 1.7 Consultation on the proposal from Stamford Bridge Parish Council was conducted and included a number of online Zoom meetings (to replace the usual local meetings), an online survey and the opportunity to contact the Electoral Services Manager and submit written responses.
- 1.8 The online survey was live from 3 to 30 September 2020 and the public Zoom meetings were held on 8, 9 and 10 September 2020.
- 1.9 The online consultation received 26 responses between 3 and 30 September 2020. There were 110 other responses from residents and parish council representatives, in the form of emails and other correspondence, and signatures on petitions both for and against the proposals (a total of 76 households signed a petition). Combining all the online comments, the correspondence and the petition signatories, there is a total of 145 pieces of feedback on the proposal.

## 2. First Phase of Public Consultation – Feedback Summary

- a) Feedback has been received from 145 people, both for and against the proposals by Stamford Bridge Parish Council that boundaries with Skirpenbeck with Full Sutton to the East and with Catton to the South are revised from their current definition.
- b) Most of this feedback came from residents of Stamford Bridge and the surrounding parishes.
- c) The population of this area is known to meet the profile of the following segments: Affluent Couples, Comfortable Families, Settled Rurality and Older with Care Needs. These profiles have come from the East Riding Customer Insight tool, designed by the Business Intelligence Team.
- d) Overall, the responses against changing the boundaries outnumber those for the proposal put forward by Stamford Bridge Parish Council by around 2 to 1.
- e) There are a number of key themes that crop up time and again, with respect to either one of the proposed boundary changes, although the specific comments do vary according to the respondent and for the different parish boundaries in the proposal.
- f) The most common themes running through the responses **in support of the proposal to alter the parish boundaries** are:
  1. an existing feeling of community within the village of residence, rather than in the parish that they reside
  2. a greater say on Parish Council matters such as future housing or infrastructure developments on their doorstep
  3. difficulty in travelling to another village to vote
  4. precept income being spent in the area that they consider their home.
- a) And the most common themes from the responses **against the proposal to alter the parish boundaries** are:
  1. services in Stamford Bridge are available to all locals and people from further afield, regardless where the parish boundaries are located
  2. a feeling of inequality between Stamford Bridge getting larger at the expense of its smaller neighbours
  3. the knock on impact in unequal distribution of precepts and other income
  4. the strong historical identities of the parishes being lost
- b) More than 1 in 5 of the comments received proposed improving the working partnership between the parish councils as an alternative to changing the boundaries.

Full details on the profile of the respondents and all the local residents, plus a review of their opinions on the proposal is available in the rest of the attached consultation report.

### 2.1 Feedback Focused on Proposed Changes to Stamford Bridge parish boundary with Skirpenbeck parish boundary

- 2.1.1 Petitions were organised and received both for and against the Stamford Bridge / Skirpenbeck with Full Sutton boundary change proposals, with the number of signatories against the proposal slightly outnumbering the signatories for the proposals; 44 households signed against with 32 households signing for.
- 2.1.2 There were many other comments received on this proposed boundary review, with almost twice as many reasons cited for maintaining the current boundaries than for altering them; there were 113 reasons

given against the proposal compared to 61 reasons for making the change (excluding signatures on the petitions).

- 2.1.3 The most cited reason **for changing the boundary** came from St Edmunds and Avant/ Godwin Vale residents stating that they currently feel a part of the Stamford Bridge community rather than Skirpenbeck or Full Sutton.
- 2.1.4 Whereas more comments than any other **against the boundary change** were on the theme of fairness and the 'little guy' losing out to the 'big guy'.
- 2.1.5 Another theme that came up regularly by those against the boundary change was the alternative to improving and increasing the partnerships between the parish councils as they are at present.
- 2.1.6 Although there were no comments made by either side demonstrating the opposing view on these top themes, many of the other points made had contrasting views on the same theme, as demonstrated in the table below.

<b>Theme:</b>	Reasons <b>against changing the Boundary</b> and maintaining its current position		Reasons <b>for changing the Boundary</b> between Stamford Bridge and Skirpenbeck with Full Sutton	
		Number of comments on theme		Number of comments on theme
<b>Financial reasons</b>	It is widely perceived that Stamford Bridge Parish Council (SBPC) have considerable reserves and would benefit from additional precepts at the expense of the other parishes	18	There is a belief that the precept income would be better spent on infrastructure in Stamford Bridge, to the benefit of all local residents in Stamford Bridge and beyond	5
<b>Relevant Parish Council Representation</b>	The current parish council represent the residents better than the alternative	11	The opposing parish council would be more relevant to these residents	8
<b>Facilities available to those in and outside of Stamford Bridge</b>	Stamford Bridge is already a rural service centre and the parish boundaries do not affect who can use all of the existing services and businesses and this will not change if the boundaries change	13	There are a number of services, community events and businesses in Stamford Bridge that are well used by residents of surrounding parishes	6
<b>History</b>	There is a strong historical identity in the area and the current parish boundaries respect this	14	The boundaries should reflect current population identities	4
<b>Democracy (voting, ward boundaries)</b>	Parish and ward boundaries would become blurred and revisions to the wards would then need to be considered	9	Voting is difficult when voters need to travel to a different village	7
<b>School capacity</b>	As both Stamford Bridge and Bugthorpe schools have present and forecasted capacity, parents are able to choose	5	Stamford Bridge school has and will continue to have capacity and additional pupils would be welcomed	4
<b>Physical / geographic boundaries</b>	The existing boundaries are clearly defined by features such as the river and the main road	5	As roads can be changed, boundaries should be tied to geographic features	2
<b>Future Development</b>	If plans to develop more housing in Stamford Bridge come to fruition, the village feel would be lost	2	SBPC should control planning for the village, rather than a parish council from another village	1

## 2.2 Feedback Focused on Proposed Changes to Stamford Bridge parish boundary with Catton parish boundary

2.2.1 With regards to the Stamford Bridge / Catton parish boundary review, the views against changing the boundary outnumber those for the change by more than 10 to 1, with over 30 reasons against changing the boundary cited compared to just 2 reasons given for changing the boundary.

2.2.2 The reasons given **for changing the boundary**, as per the proposal from Stamford Bridge Parish Council (SBPC) were on the themes of:

- a) Parish boundaries being agreed before potential housing developments being planned, rather than after (as occurred with Godwin Vale)
- b) No financial impact to the precept, as no existing houses will be impacted

2.2.3 The main reasons given **against changing the boundary** and retaining its current position were on the following themes:

- a) The financial impact on Catton Parish (5 comments),
- b) The existing services and businesses are already available to residents of all surrounding parishes (4 comments),
- c) Decision making around future developments (4 comments),
- d) Historical reasons (3 comments),
- e) Need to improve infrastructure (2 comments),
- f) Plus some recommendations that the Parish Councils look to improve their partnership working rather than altering boundaries.

2.24 Other comments mentioned natural impacts, the impact on ward boundaries and the need to retain Stamford Bridge as a village rather than grow into a town.

2.25 There were 3 respondents that felt that the reasons given were insufficient evidence to warrant a change.

## 3. Other Considerations – Schools

3.1 The area is served by 2 primary schools and 1 secondary school. Stamford Bridge Primary School serves the villages of Stamford Bridge; Low Catton; and High Catton. Bugthorpe Primary School serves the villages of Bugthorpe; Skirpenbeck; and Full Sutton. All villages in the area are served by the same secondary school catchment area of Woldgate School in Pocklington.

3.2 As part of the consultation with officers, a full reply was received from Deborah Myers, Head of Children and Young People, Education and Schools and the following points were made:

- a) The proposed change of parish boundary to the south of Stamford Bridge lies wholly within the current catchment area of Stamford Bridge Primary School and therefore there would be no potential issue in such a change in relation to catchment areas.
- b) The proposed change of parish boundary to the north of Stamford Bridge does cross 2 primary catchment areas, and therefore could potentially have an impact on the system of primary catchment areas. Deborah Myers notes that there are a number of dwellings that have been recently built in the area that is under discussion, and that there are families living in this area who currently attend each of the primary schools involved. As there are usually spare places at both these primary schools, residents living in this area which is currently outside the catchment area of Stamford Bridge Primary School are successful in gaining places there.
- c) Any change to the parish boundaries would not, in itself, mean that the catchment areas of the schools contained within those parishes would also be changed. Whilst catchment areas are largely

based on historic parish boundaries, they are set separately and are amended through a process of statutory consultation, most commonly alongside the admission arrangements of those schools. Whilst the Council is the admission authority for Bugthorpe Primary School, Stamford Bridge Primary School is an academy and the admission authority is the academy trust of the Wolds Learning Partnership, a local multi-academy trust. It is therefore not a matter wholly for the Council to determine whether the catchment areas should be changed. Also, catchment areas commonly provide 'priority access' for residents to one school, but residents are not allocated schools on the basis purely of which school is their catchment school; instead the preference of parents is much more likely to determine the outcome of an application for a school place. It is relatively common for parents to sometimes seek schools outside the catchment area in which they live for a variety of reasons.

#### 4. Other Considerations – Parish Council Finance

- 4.1 Discussions have been held with colleagues in the Council's Finance team on the potential financial impacts of the changes to the northern boundary between Stamford Bridge parish and Skirpenbeck parish. There are no potential financial impacts with regards to the proposed changes to the southern boundary with Catton as no existing properties would move from Catton parish to Stamford Bridge parish should the proposal be supported.
- 4.2 The Tax Base for 2021/22 has now been calculated. Assuming that the precept set for 20/21 for Full Sutton and Skirpenbeck is the amount the parish council needs to receive to operate, and remains the same for 21/22, this would mean a 53% increase in the Band D amount payable for residents. If the parish do not wish to increase the Band D amount, this would result in a loss of precept of approximately £4,000. The transfer has a much lesser effect on Stamford Bridge due to the size of their tax base. The table below shows the details:

PARISH AREA	TAX BASE - BAND D EQUIVALENTS		
	ORIGINAL	REWORKED	DIFFERENCE
Skirpenbeck	184.1	68.7	-115.4
Full Sutton	149.0	149.0	0.0
Stamford Bridge	1,509.5	1,624.7	115.2

	Parish Precept Set for 20/21	Band D Equivalents				To keep Same Band D	
		Original	Reworked	Difference	% Diff	Precept Would be	Difference
Full Sutton & Skirpenbeck	£12,350	37.08	56.73	19.65	53.0%	£8,072	-£4,278
Stamford Bridge	£58,000	38.42	35.70	-2.72	-7.1%	£62,421	£4,421

- 4.3 Should the proposal to change the northern boundary between Stamford Bridge and Skirpenbeck parishes be approved, it can be predicted that there would be a detrimental impact to the financial position of Skirpenbeck with Full Sutton Parish Council. The proposal would see the move of at least 106 properties (on the tax base) out of Skirpenbeck parish to Stamford Bridge. This comprises of the properties in the new developments together with a small number of properties at Bleach Farm which have always been within the Skirpenbeck parish.

- 4.4 Faced with a drop in precept income, Skirpenbeck with Full Sutton Parish Council would have potentially difficult financial decisions to consider:
- a) Lower the amount of the precept and consequently reduce the local services they provide to the residents of the parishes and curtail any future plans.
  - b) Retain the same level of precept, the additional burden of which will fall upon a smaller number of council tax payers that would see an increase in the parish precept element of their council tax bills.
- 4.5 When the new development properties entered the tax base in 2019/20, the Band D equivalent level was maintained by Skirpenbeck with Full Sutton Parish Council and consequently the precept increased from £8,000 to £11,500 in 2019/20 and is £12,350 for the current financial year.
- 4.6 It has been established that the residents living in the properties at Bleach Farm with to remain within the Skirpenbeck Parish boundary.

## **5. Other Considerations – Local Plan and Forward Planning**

- 5.1 The current Local Plan indicates that no further major development is proposed for the Stamford Bridge or its environs in the existing Local Plan, although small scale development will continue to come forward within the confines of the villages, such as infill developments, conversions and similar works.

## **5. Conclusions**

- 5.1 The statutory guidance makes clear that one of the primary focuses of any review and draft recommendations is the reflection of the identity and interests of the community or communities in the review area and what the legislation refers to as ‘community cohesion’. The provision of effective and convenient local government is also a key consideration with a particular emphasis on the ability of arrangements to deliver services and promote wellbeing.
- 5.2 As summarised above and included in the detailed consultation report, there are a number of issues which have been raised by all interested parties who participated in this first phase of the public consultation. Arguments for and against the proposed changes to both the northern and southern boundaries have been made and are, on the whole as could be predicted. Interested parties in the Stamford Bridge parish on the whole are in favour the proposals, whilst interested parties in the Skirpenbeck parish and Catton parish are against the proposals.
- 5.2 The clear exception to this are those residents living in the areas of new development, currently within Skirpenbeck parish, who, in the majority of feedback provided, feel they live in the village of Stamford Bridge, and wish to be within the Stamford Bridge parish.
- 5.3 The financial assessment has indicated that the proposed change to the northern boundary would result in a financial consequence to Skirpenbeck with Full Sutton Parish Council and would potentially present future challenges.
- 5.4 There are no future plans for further large scale development in the Stamford Bridge area within the current local plan and, therefore, it is reasonable to assume that a similar situation will not arise.
- 5.5 Having considered the information regarding the local schools, it is considered that this is not an issue of significant weight to influence the outcome of the review and should, therefore, be discounted as a key issue or argument.
- 5.6 Taking into consideration the focus around community cohesion, no identifiable or justifiable need or argument has been made for the boundary between Stamford Bridge and Catton Parish Council to be altered at this time.

5.7 The conclusions can be distilled into the following main points:

- a) No feedback either for or against the proposals influences the argument significantly in one particular direction.
- b) The residents of the development at the centre of the issue and review wish to be in Stamford Bridge parish: 54 residents from 32 properties of a total of 127 in the new development signed the petition which was undertaken approximately 2 years ago. Comments from residents providing feedback as part of the consultation indicate a majority are in support of the proposal.
- c) There are clear anomalous boundary issues with the boundary between Stamford Bridge and Skirpenbeck in relation to the new development and the community governance review is the tool provided by statute to allow such issues to be remedied.
- d) The primary criteria and consideration in the approval or otherwise of recommendations is that the community governance review reflects identities and interests of the community in the area that is subject to the review and that governance arrangements are effective and convenient.
- e) The financial assessment has shown that the proposed changes to the northern boundary would have an effect on the financial position of Skirpenbeck with Full Sutton Parish Council.
- f) There is a desire and a suggestion amongst residents and some parish councillors for the Stamford Bridge Parish and the Skirpenbeck with Full Sutton parish councils to work more closely together on improving and increasing the partnerships between the parish councils rather than parish boundaries be altered.

## **6. Draft Recommendations**

6.1 It is proposed that the following draft recommendations be approved for the second phase of public consultation and the revised review timetable be approved. The revised timetable is included at the end of the report.

### **6.2 *Draft Recommendation 1***

That due to their being no significant or overriding reason supporting the proposal to amend the southern parish boundary between Catton and Stamford Bridge, the proposal not be approved.

### **6.3 *Draft Recommendation 2***

The proposal to amend the northern parish boundary between Stamford Bridge and Skirpenbeck be approved in part, with an amendment that the new boundary will run along the River Derwent up to a point opposite the eastern edge boundary of the new housing development and will then run from this point south until it meets the A166 and then run east until it meets the existing boundary with Skirpenbeck. This will ensure the boundary continues along existing ground features and does not cross a main 'A' road. A map outlining the proposed new boundary is included at the end of the report. The reasons for the draft recommendation are as follows:

- a) There is no significant or overriding argument which has been provided either in support or against the proposal to amend the boundary. In analysis, and whilst acknowledging the potential financial effect on Skirpenbeck with Full Sutton Parish Council, and the views and feedback overall, together with the information gathered, the feedback can be reasonably judged to be balanced. As such the focus and determinant of this draft recommendation, therefore, settles upon the residents of the new development area and the over-riding issue of community identity and community cohesion.
- b) It can be reasonably concluded that the northern boundary between Stamford Bridge and Skirpenbeck is anomalous; the residents who live in the new properties can reasonably be expected to 'assume' that they were part of Stamford Bridge, indeed their postal addresses are Stamford Bridge and not Skirpenbeck. As such they 'identify' themselves as living within the

Stamford Bridge community and consequently this area should be included in the governance arrangements for Stamford Bridge.

- c) The residents of Bleach Farm will remain within Skirpenbeck parish as they identify with living in Skirpenbeck rather than Stamford Bridge.
- d) This proposal has been a sensitive one for the parish councils concerned and this draft recommendation provides a balanced solution to address the key issue of community identity for the residents living in the new properties whilst also remedying the existing anomalous boundary between the two parish areas.

#### 6.4 ***Draft Recommendation 3***

In consequence of draft recommendation 2 above, it is recommended that the number of seats on Stamford Bridge Parish Council be increased by 1 to a total of 10.

#### 7. **Next Steps**

- 7.1 Following approval, or otherwise of the draft recommendations, a second phase of public consultation will be undertaken to obtain any further views or proposals in response to the draft recommendations.
- 7.2 Final recommendations will then be prepared and presented to Cabinet at its meeting on 18 May 2021 for consideration and approval.
- 4.2 The target date for completion of the review will be 7 July 2021, thus ensuring the review is completed within 12 months of the publication of the review's terms of reference. The implementation of the recommendations will not take place until the 1 April 2023 which is the next year of Ordinary elections.
- 4.3 The consequential effects of the recommendations relating to the Ward boundaries between Wolds Weighton and Pocklington Provincial wards, if approved, will be referred to the Local Government Boundary Commission for review. The referral will be made following completion of the community governance review.

Darren Stevens  
Director of Corporate Resources

**Contact Officer:** Mathew Buckley  
**Telephone Number:** 01482 393100  
**Email:** mathew.buckley@eastriding.gov.uk

#### **Background Papers**

Stamford Bridge Community Governance Consultation Report  
Business Intelligence Hub Team

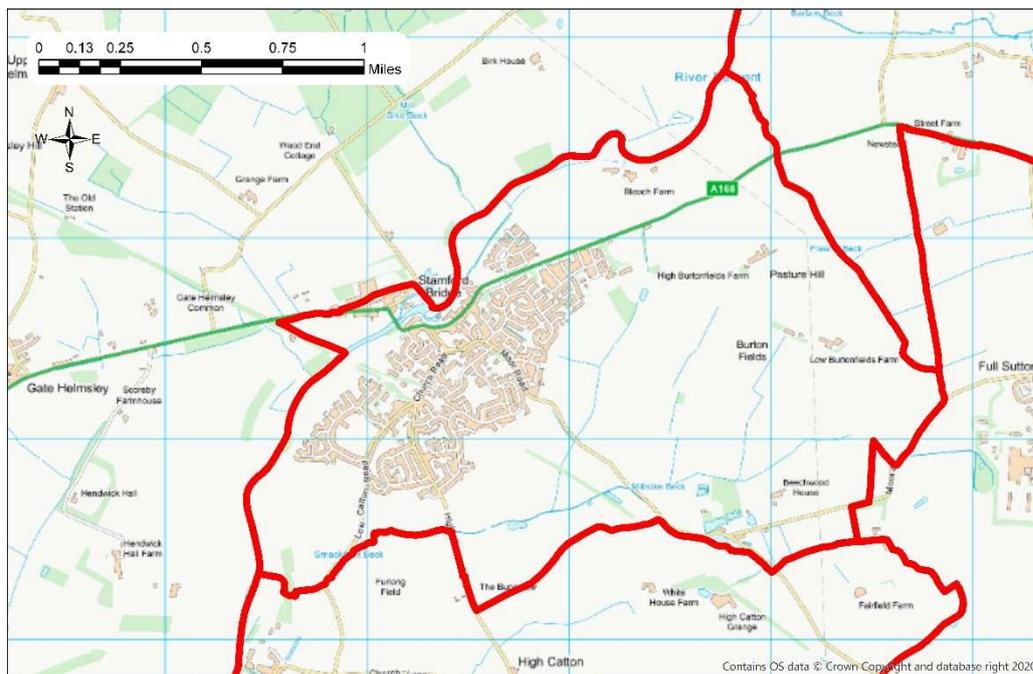
## Appendix 1

REVIEW STAGE	TIMEFRAME	COMMUNICATIONS AND CONSULTATION
Commencement of Review - Publication of Terms of Reference	7 July 2020, subject to approval by The Cabinet on 7 July 2020	Published on the website and in the local newspaper and sent directly to parish councils. Also published online via the Council's Business Intelligence Team.
Stage One – Public Consultation and Initial Submissions invited	1 August 2020 to 30 September 2020	Public online Zoom meetings in September. Online survey and as written responses invited.
Stage Two – Consideration of submissions received and draft recommendations prepared	1 October 2020 to 18 January 2021 Cabinet 2 February 2021	Internal consideration and consultation with appropriate teams within the Council.
Stage Three – Draft recommendations published and second phase public consultation undertaken	8 February 2021 to 5 March 2021	Published on the website and the local newspaper and sent directly to parish councils. Also published online via the Council's Business Intelligence Team. Written responses invited.
Stage Four – Consideration of any further submissions received. Final recommendations prepared	8 March 2021 to 12 March 2021 Cabinet – 18 May 2021	Internal consideration and consultation with appropriate teams within the Council.
Final recommendations published – concluding the review	18 May 2021	Published on the website and as part of the Council papers
Decision taken by Council	23 June 2021	Council meeting held in public. Minutes available on the website and sent to affected town and parish councils
Reorganisation Order made	If necessary, following Council meeting	

### Current Boundaries of Stamford Bridge Parish



### Boundary Amendment as Proposed by Stamford Bridge Parish Council



## Draft Recommendation 2 - Map of Proposed New Boundary

