

LOCAL GOVERNMENT BOUNDARY COMMISSION  
FOR ENGLAND



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REPORT No. 32

*LONDON*  
HER MAJESTY'S STATIONERY OFFICE 1975  
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**LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND**

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**Mr F B Young, CBE**

To:—

The Rt Hon Anthony Crosland, MP  
Secretary of State for the Environment.

**REVIEW OF THE ADMINISTRATIVE BOUNDARY BETWEEN THE  
BOROUGH OF GLANFORD AND SCUNTHORPE IN THE VICINITY  
OF THE APPLEBY/FRODINGHAM STEELWORKS**

1. We, the Local Government Boundary Commission for England, having carried out our review of the boundary between the boroughs of Glanford and Scunthorpe in the vicinity of the Appleby/Frodingham steelworks, now submit our report.

2. This review follows our conclusion in our Report No. 1 that this boundary should be the subject of an early review after 1 April 1974. In that Report, we said that we considered there was a strong case for the inclusion of the whole site of the Anchor steelworks project in the borough of Scunthorpe but we recognised the difficulty of describing a suitable boundary in the time available before we had to submit our proposals for the pattern of new districts. In those circumstances we concluded that the existing boundary, unsuitable though it was, should be temporarily retained.

3. In accordance with the procedure laid down in section 61(2) of the 1972 Act, notice was given on 12 December 1973 that we were to undertake this review. This was incorporated in a consultation letter addressed to the two Borough Councils, to the County Council and to all the Parish Councils in the borough of Glanford. Copies were also sent to the Regional Health Authority, the Regional Water Authority, regional offices of Government departments, the headquarters of the main political parties, the Member of Parliament for the affected constituency and to the editors of local newspapers circulating in the area and of the local government press. Notices inserted in the local press announced the start of the review and invited comments from members of the public and from any interested bodies.

**DRAFT PROPOSALS**

4. In their representations Scunthorpe Borough Council proposed a boundary which would have included in the borough the whole of the Appleby/Frodingham steelworks together with some adjoining land, part of which was the site of an open cast iron ore mine.

5. Glanford Borough Council proposed a boundary in the vicinity of the existing line, but one which followed service roads and railway lines within the steelworks and avoided cutting through buildings. It would have included in Glanford some territory now in Scunthorpe.

6. Representations were received from various organisations and a number of local residents in support of the proposal made by Scunthorpe Borough Council. Representations supporting Glanford Borough Council were received from parish councils, various organisations and members of the public in the borough and petitions were also received.

7. We considered all the representations. We noted that most of the argument which had been put to us concerned the rateable value of that part of the works at present within Glanford borough. It was argued on the one hand that the works should be included in Scunthorpe so that their rateable value might replace that of the old plant which had previously existed in the borough. On the other hand it was argued that the non-accrual of the rateable value of the works to Glanford would substantially increase the rate levy if existing levels of services were to be maintained and would deny the residents the improved services which they desired.

8. In considering the boundary we thought that our primary concern was with the question of whether a boundary running through a major industrial complex was conducive to effective and convenient local government. We were disposed to think the whole of the works should be within the area of the Scunthorpe authority but we did not think it necessary to include all the adjoining land which had been proposed by Scunthorpe Borough Council. We therefore formulated draft proposals to give effect to our views.

9. Our draft proposals, which followed approximately the outer boundary of the land we understood to be owned by the steelworks, were published on 14 August 1974 and copies were sent to all who had received our initial consultation letter or had made representations to us. Representations on these draft proposals were invited from those to whom details were sent and, by public notices, from other members of the public and interested bodies.

#### RESPONSE TO THE DRAFT PROPOSALS

10. We received representations from Scunthorpe Borough Council, a local organisation and a number of local residents supporting the draft proposals. Glanford Borough Council opposed the draft proposals and put forward an alternative boundary which, they said, was linked to clearly visible and reasonably permanent physical features and offered a compromise between the various boundary lines which had, up to then, been proposed. This boundary would include part of the new works in Scunthorpe and thus compensate that Council for works closed down within Scunthorpe, as defined by the existing boundary, and leave part in Glanford to give Glanford Borough Council some share of the wealth arising from the new works. It would leave in Glanford the Yarborough mine, which is owned by the British Steel Corporation, and adjoining land on which the Corporation had mining rights. A number of parish councils, a parish meeting and a number of other organisations and residents of Glanford opposed our draft proposals. Several petitions, also expressing opposition, were received.

11. The main arguments used by opponents of our draft proposals were concerned with the loss to the borough of Glanford of rateable value, the effect

of that loss on the level of Glanford rates and the standards of Glanford services and the prospect that Glanford Borough Council would be unable to provide amenities similar to those made available by the Scunthorpe Borough Council.

12. In addition, it was put to us that Glanford residents deserved some financial benefit from the steelworks in compensation for the pollution which they had to suffer. It was also argued that the loss of rateable value suffered by Scunthorpe on the closure of the old plant would be made good in time as these sites would be redeveloped.

13. A further point that emerged from the response to our draft proposals was anxiety that the inclusion of the whole of the steelworks and the area currently being mined for ore would set a precedent which would be used in future claims for territorial expansion by Scunthorpe Borough Council, and also by other authorities where building had taken place over the existing boundaries.

14. There was also criticism of the merits, as a boundary, of the line put forward in our draft proposals. It was said that the ground features which the boundary followed would be obliterated before long as a result of ore mining.

15. In the light of these comments, we decided that we should not reach a conclusion on this review until we had had an opportunity to visit the area and hear further representations at a local meeting.

#### THE LOCAL MEETING

16. The various boundary lines proposed by the local authorities and ourselves lie within the steelworks and the adjoining ore mining area and our thanks are due to the British Steel Corporation for arranging for us to visit the works on 25 February 1975 and to inspect these lines on the ground. We are grateful to Mr E E Clark for his assistance in explaining to us the operation of the works and of the plans and proposals for future development, and we also thank Mr B Graveling who conducted us on our tour of inspection.

17. The local meeting was held in Scunthorpe on 26 February 1975. The Commission were represented by Sir Edmund Compton, Mr T C Benfield and Mr F B Young. Representatives were present from Glanford Borough Council, Scunthorpe Borough Council, seven town and parish councils, three local organisations and the National Association of Local Councils. Several members of the public and representatives of the press were also present.

18. Scunthorpe Borough Council accepted our draft proposals. They emphasized the close links between the steel industry and the town of Scunthorpe. It was their view that the whole of the steel-making process, including the mining of the iron ore, should be within the Scunthorpe boundary and that it would be desirable for the works and the mine to be in the same local authority area. They stated that the new works built on the Anchor site included replacement of plant which had been in Scunthorpe and which had now been closed down. The

transfer of the works and the mine to Scunthorpe would increase the Council's financial resources, and also those of the County Council, without reducing the total financial resources available to Glanford Borough Council who would be compensated through the resources element of the rate support grant for any loss of rateable value.

19. Glanford Borough Council referred to the links between the steel industry and Glanford borough, particularly in the field of employment—it being said that about one-third of the employees of the works lived in Glanford—and they argued that part of the steelworks should remain in Glanford. They disputed the Scunthorpe Borough Council's claim that closure of old plant had led to a serious reduction in rateable value, saying that sites of the old plant had been or would be redeveloped for other uses. They criticised the boundary suggested in our draft proposals because the ground features which it followed were being obliterated as ore mining progressed eastwards. They accepted that the effect of the rate support grant would be to compensate them for any loss of rateable value, but preferred to have the rateable resources rather than have to rely on grant income which could fluctuate and over which they had no control. They were prepared to compromise on the question of where the boundary should be drawn within the works and suggested a line which would transfer a substantial part of the new works to Scunthorpe while retaining the new steelmaking plant in Glanford. It was said that this line, while it went through the steelworks area, followed features which were readily identifiable and which were likely to be permanent.

20. The town and parish councils who were represented supported Glanford Borough Council, though a preference was stated for Glanford's original boundary rather than their compromise line. It was claimed that the inclusion of part of the works in Glanford was some compensation for the pollution from the works which was carried into Glanford by the prevailing winds. Anxiety was expressed over the fact that parish councils who lost part of their territory would lose the right to be consulted about planning applications. Their success in securing certain landscaping works on the periphery of the works was cited as an example of what parish councils could achieve by exercising that right. It was also stated that, whilst the loss of rateable value to Glanford Borough might be compensated by the rate support grant, there was no such compensation payable at parish level.

#### FINAL PROPOSALS

21. We have now reviewed our draft proposals in the light of the written representations which we received, our inspection of the site and our discussions at the local meeting.

22. We do not accept, as a principle, that the whole of an industrial undertaking must be within the area of one local authority. Generally speaking, such an arrangement may be expected to make for convenience and efficiency. But examples can be cited of an industrial complex spread over the area of two or more local authorities where it would not be practicable or appropriate to attempt the adjustment of local government boundaries so as to confine the industrial undertaking to the area of one authority. The two distinguishing

features of the Scunthorpe-Glanford situation which caused us to indicate the need for a boundary adjustment in our Report No. 1 of November 1972, have been confirmed by our subsequent inquiries and our local visit as being first, the need for a boundary that can be identified and does not run through buildings; and second, the fact that the Anchor project as now constructed, partly in Scunthorpe and partly in Glanford, includes the reprovision and modification of industrial capacity previously located in Scunthorpe.

23. We recognise that the cleared sites in Scunthorpe are, in some cases, being put to temporary use by the British Steel Corporation and are intended eventually to be used for other works activities and that, if this happens, the result will be the creation of further rateable assets for Scunthorpe. But that is in the future and it is our view that we must take the situation as we now find it.

24. As we have said above, the main arguments used by opponents of our draft proposals concerned their effect upon the financial resources of the Scunthorpe and Glanford authorities. We have taken account of those arguments, so far as they are relevant; but it is necessary to record that they have lost much of their force in the light of the evidence we received at the local enquiry. Arguments about loss of rateable value are relevant at parish level where there is no compensation through the rate support grant. But it was agreed at our local meeting that, because of the rate support grant system, the effect of any change of boundary which transferred the part of the steelworks now in Glanford to Scunthorpe would increase the total financial resources of the borough of Scunthorpe, and also, marginally, those of the county of Humberside, without reducing those of the borough of Glanford. If, on the other hand, the boundary were adjusted so as to add to the rateable assets of Glanford, there would be a corresponding reduction in rate support grant for Glanford and therefore no increase in Glanford's financial resources.

25. In the light of our visit and the local meeting, we have concluded that the new boundary that we proposed before our visit was unsatisfactory in two respects. We agree with the criticism that it lacks definition, in that many of the features on the ground by reference to which it had been drawn, will be (and some already have been) obliterated by excavating and mining operations; nor do we now think that the references to British Steel Corporation land ownership, which we had used to some extent, provide a reliable definition. The other defect is that our proposed boundary extended unnecessarily beyond the area covered by steelworks buildings for a boundary that we intend should include in Scunthorpe the present steelworks and no more.

26. In reaching this conclusion we recognise the anxiety felt in Glanford that an extension of Scunthorpe now could be taken as a precedent for further extensions over the years to come. This anxiety mainly arose from the argument that the whole process of steelmaking, including the winning of the iron ore, should be in the territory of the one authority; and the fact that the British Steel Corporation have mining rights over a large area outside the works. We have rejected the case for including these mines in Scunthorpe and we feel that this should remove the greater part of the anxiety.

27. There was also anxiety as to the prospects of extending Scunthorpe at the expense of Glanford to include further industrial development of the Anchor site as the area of the site is increased by the restoration and levelling of the land as the mining operations move eastward. Our view on this point may be inferred from our decision to recommend a boundary that as far as possible follows the perimeter of the present steelworks. As we have said, we do not hold it to be a principle that an industrial undertaking must be located in the area of a single authority. In the search for an alternative to the present unsatisfactory boundary, there was no objection of principle to a decision to locate the new steelworks in the area of a second authority, even if it meant (as Glanford first proposed) some loss of territory from Scunthorpe to Glanford. We have not adopted this course, because of the extent to which the new works replace plant previously located in Scunthorpe and our view that Scunthorpe should continue to be identified with the steelworks as now reprovided and developed on the Anchor site. But it does not follow that any further creation of steelworks capacity on that site would necessitate a further adjustment of the Scunthorpe/Glanford boundary. For in that event it might well be thought that the stage had been reached in the development of this industrial complex at which it had become appropriate for the undertaking to be located in the area of more than one authority.

28. Having reached our conclusions about the extent of the changes which we are now proposing, we have proceeded to define a detailed boundary. Generally, we have adopted the line put forward by Glanford Borough Council in their response to our draft proposals, except for the southern section. There we depart from the Glanford line so as to include in Scunthorpe the steelworks and the electricity substations, and we give effect to this by following part of the line which we suggested in our draft proposals. In the middle section we adjust the Glanford line by moving it a little to the east so as to realign it along the Bottesford Beck rather than along the steelworks perimeter road. This would have the effect of including within Scunthorpe a gas pipeline which would otherwise be the only part of the works left in Glanford. We are aware that Bottesford Beck has been moved on several occasions but we understand that it is now more likely to be culverted than moved. We are, however, assured that whether the Beck is moved or culverted in the future, the definition of the boundary as drawn now would not be impaired. We also think the new boundary should follow the Beck in the northern section to the point where the Beck passes under the railway line; then the new boundary should follow the railway line in a north easterly direction until it meets the existing boundary.

29. One effect of our proposals would be to detach from the rest of the parish that part of the parish of Broughton which is to the south of the steelworks. We propose that this area which is coloured pink on the main map and stippled on the small scale map included in this report should be transferred to the parish of Holme.

#### CONSEQUENTIAL REVISION OF ELECTORAL ARRANGEMENTS

30. We understand that there are no electorate living in the area which we propose should be transferred from Glanford to Scunthorpe. The consequential adjustments to the present electoral arrangements would, therefore, be confined

to detaching the areas to be transferred from the existing electoral areas at parish, borough and county level and attaching them to the adjoining borough ward and county electoral division in Scunthorpe.

31. We are currently reviewing the electoral arrangements of both Scunthorpe and Glanford boroughs under the provisions of section 63 of, and schedule 9 to, the Local Government Act 1972. Our final proposals for revised electoral arrangements for both these boroughs will take account of any decision on the Scunthorpe/Glanford boundary made by the Secretary of State before completion of our electoral review.

#### PROPOSALS

32. Details of our final proposals are set out on the attached map and in Schedules 1 and 2 to this report. The proposed boundary is defined on the map. Schedule 1 specifies the proposed changes in local authority areas and Schedule 2 specifies the consequential adjustments to the existing electoral arrangements.

#### PUBLICATION

33. In accordance with section 60(5)(b) of the Local Government Act 1972, a copy of this report and of the map is being sent to the Glanford and Scunthorpe Borough Councils. This report and the accompanying map will be made available for public inspection at the Councils' main offices. Copies of this report, which include a small scale map, are also being sent to those who received the consultation letter and to those who made comments.

L.S.

Signed

EDMUND COMPTON (Chairman)

JOHN M RANKIN (Deputy Chairman)

DIANA ALBEMARLE

T C BENFIELD

MICHAEL CHISHOLM

ANDREW WHEATLEY

F B YOUNG

DAVID R SMITH (Secretary)

12 June 1975

**PROPOSALS FOR REVISED ADMINISTRATIVE AREAS IN THE VICINITY OF THE APPLEBY/FRODINGHAM STEELWORKS**

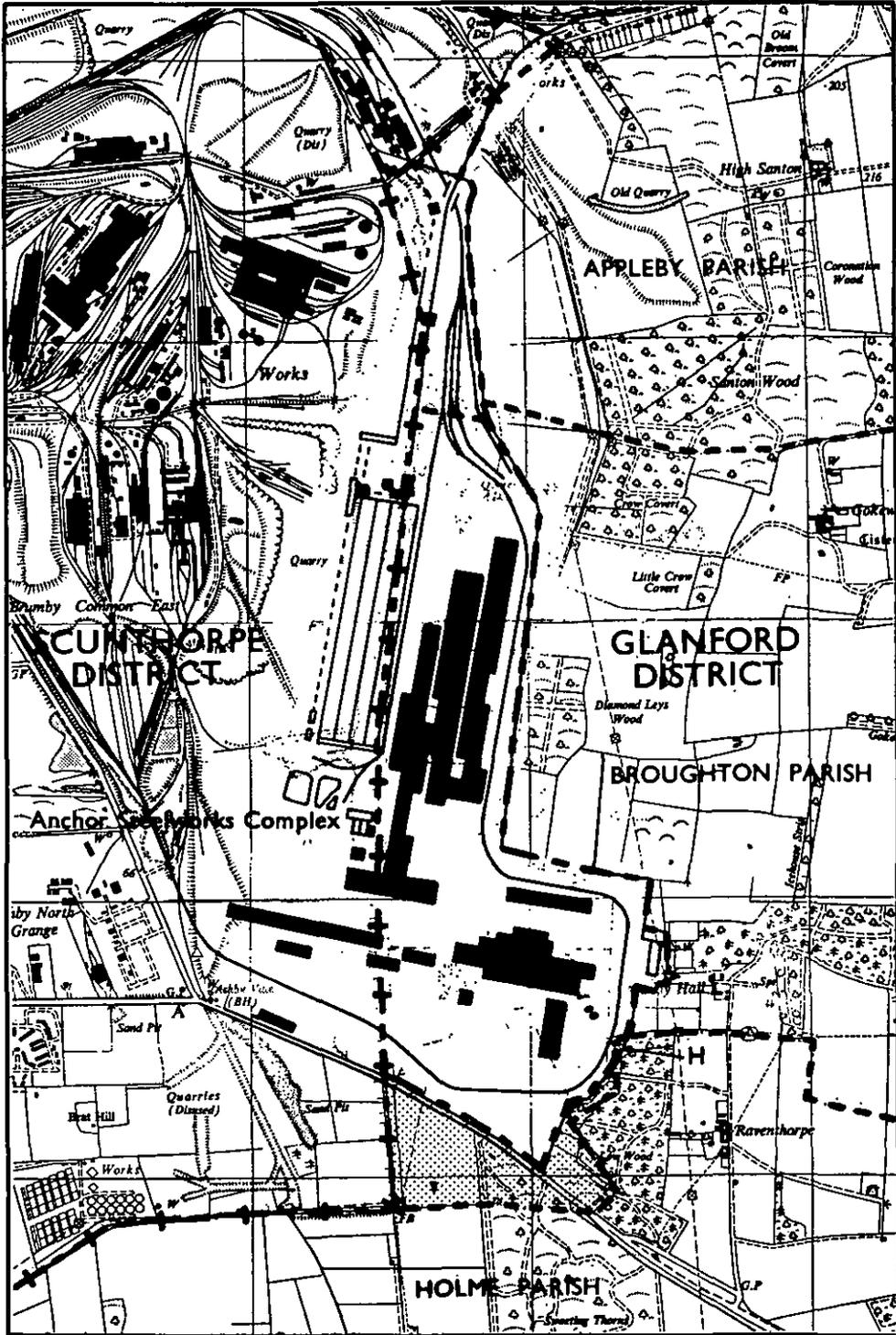
It is proposed:—

1. that the boundary between the boroughs of Glanford and Scunthorpe should be realigned as defined on the map which accompanies this report;
2. that the parts of the parishes of Appleby, Broughton and Holme, which will be transferred to the borough of Scunthorpe, shall cease to be parts of any parish;
3. that the part of the parish of Appleby remaining in the borough of Glanford shall be a parish known as the parish of Appleby;
4. that the part of the parish of Broughton remaining in the borough of Glanford, but excluding that part of the parish coloured pink on the accompanying map, shall be a parish known as the parish of Broughton;
5. that the part of the parish of Holme remaining in the borough of Glanford, together with that part of the parish of Broughton coloured pink on the accompanying map, shall be a parish known as the parish of Holme.

**PROPOSALS FOR REVISED ELECTORAL ARRANGEMENTS CONSEQUENT UPON THE PROPOSED REALIGNMENT OF BOUNDARY BETWEEN THE BOROUGHS OF GLANFORD AND SCUNTHORPE**

It is proposed:—

1. that the Scunthorpe No. 4 electoral division, as defined in the County of Humberside (Electoral Divisions) Order 1973, and the Frodingham ward of the borough of Scunthorpe, as defined in the County of Humberside (District Wards) Order 1973, shall each be altered by the addition of the parts of the parishes of Appleby, Broughton and Holme which are within the realigned boundary of the borough of Scunthorpe, as defined on the map which accompanies this report, and that the number of councillors for the said electoral division and the said ward shall be unchanged;
2. that the Glanford Brigg No. 2 electoral division, as defined in the County of Humberside (Electoral Divisions) Order 1973, and Ward No. 12 of the borough of Glanford, as defined in the County of Humberside (District Wards) Order 1973, shall each be altered by the separation of that part of the parish of Broughton which is within the realigned boundary of the borough of Scunthorpe, as defined on the accompanying map, and by the separation of that part of the parish of Broughton coloured pink on the map and that the number of councillors representing the said electoral division and the said ward shall be unchanged;
3. that the Glanford Brigg No. 3 electoral division, as defined in the County of Humberside (Electoral Divisions) Order 1973, and Ward No. 10 of the borough of Glanford, as defined in the County of Humberside (District Wards) Order 1973, shall each be altered by the separation of that part of the parish of Holme which is within the realigned boundary of the borough of Scunthorpe, as defined on the accompanying map, and by the addition of the part of the parish of Broughton coloured pink on the accompanying map which shall become part of the parish of Holme, and that the number of councillors representing the said electoral division and the said ward shall be unchanged;
4. that the Glanford Brigg No. 4 electoral division, as defined in the County of Humberside (Electoral Divisions) Order 1973, and Ward No. 4 of the borough of Glanford, as defined in the County of Humberside (District Wards) Order 1973, shall each be altered by the separation of that part of the parish of Appleby which is within the realigned boundary of the borough of Scunthorpe, as defined on the accompanying map, and that the number of councillors representing the said electoral division and the said ward shall be unchanged.



1:25000



- Existing District Boundary - - - - - + - - - - - + - - - - - +
- Proposed new District Boundary - - - - - + - - - - - + - - - - - +
- Existing Parish Boundary - - - - -
- Portion of Holme Parish proposed to be transferred to Scunthorpe District shown thus - - - - - H

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