

Local Government
Boundary Commission
For England
Report No. 421

LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

MEMBERS

Lady Bowden

Mr J T Brockbank

Mr R R Thornton CBE DL

Mr D P Harrison

Professor G E Cherry

To the Rt Hon Michael Heseltine MP
Secretary of State for the Environment

LOCAL GOVERNMENT ACT 1972 - SECTION 48, SUBSECTION (9)

REVIEW OF THE BOROUGH OF HAVANT IN THE COUNTY OF HAMPSHIRE

1. In accordance with the responsibilities imposed by section 48, subsection (8) of the Local Government Act 1972. Havant Borough Council conducted a parish review and reported to us, in letters dated 28 November 1978, 13 August 1979 and 7 September 1979, that they would not recommend us to make proposals for the constitution of parishes in the district, which at present is entirely unparished.
2. We considered the Borough Council's report together with the views expressed by local interests, having regard to the guidelines contained in Department of the Environment Circular 121/77 and to our own Report No 286. There was clearly some support for the constitution of a parish in Hayling Island, and a certain amount of dissatisfaction at the way the Council had carried out their review. We decided therefore that we should exercise the powers conferred on us by Section 48, subsection (9) of the 1972 Act and review the whole of the borough ourselves.
3. On 7 January 1980 we issued a consultation letter announcing the start of the review. The letter was addressed to Havant Borough Council; copies were sent to the Hampshire County Council, the Member of Parliament for the constituency concerned, the headquarters of the main political parties, the Regional Health and Water Authorities, the Regional Office of the Department of the Environment and to the editors both of local newspapers circulating in the area and of the local government press. Copies were also sent to all those who had taken part in the review conducted by Havant Borough Council. Notices in the local press announced the start of the review and invited comments from members of the public and from interested bodies.

4. Havant Borough Council adhered to their original view that it would be inappropriate to establish parishes in any part of the borough. The Hampshire County Council commented that, in the absence of any strong views supporting the creation of parishes in the borough, they would concur with the Borough Council's view. County Councillor Reger and Councillor Chadwick were also opposed to the creation of parishes.

5. Eight local residents favoured the creation of a new Emsworth parish and suggested various possible boundaries.

6. The majority of the representations we received concerned Hayling Island. The Hayling Island Chamber of Trade expressed the view that the residents of the Island formed a clearly recognisable community with its own sense of identity, which would benefit from having a parish council to protect its commercial and environmental interests. The Chamber of Trade forwarded a petition, bearing 103 signatures, supporting their views. In addition 99 local residents, some of whom had also signed the petition, indicated their desire for a parish. A further 71 residents, however, informed us that they were opposed to the creation of a new parish.

7. We considered all the representations and noted that Hayling Island and Emsworth appeared to be the only areas in which there was any evidence of support for parishing. In regard to Emsworth the response was small and we could see no clear evidence that the greater proportion of the local residents shared a sense of community or felt the need for an additional level of representation. In the case of Hayling Island it was evident that there was some support for the creation of a parish. We noted however that local opinion appeared to be fairly evenly divided. On the basis of the information before us we had reason to doubt that the strength of local feeling was sufficient to justify the formation of a new parish at present. Bearing in mind the requirements of the 1972 Act and the guidelines contained in Department of the Environment Circular 121/77, we were not convinced that proposals for new parishes in Emsworth and Hayling Island would reflect the wishes of the majority of the local inhabitants or accord with our

statutory duty to make only such proposals as appear to us desirable in the interests of effective and convenient local government. We therefore came to an interim decision not to make any proposals in relation to the borough.

8. Our announcement to this effect was issued on 17 July 1980 and notification of it was sent to all who received our initial consultation letter or had made representations to us. Representations on our interim decision were invited from those to whom we sent notification and, by notice in the local press, from other members of the public and interested bodies.

9. The Hampshire County Council informed us that they had no comments to make. Councillor Chadwick and six local residents welcomed our interim decision. The Lovedean Cowplain and Waterlooville Ratepayers' and Residents' Association stated that they had given careful consideration to the necessity of forming parishes in the locality which they covered and had decided to make no representations on the matter.

10. One local resident repeated an earlier request for the creation of an Emsworth parish. He considered that there was a need for an elected body which could give expression to local wishes.

11. The Hayling Island Chamber of Trade, the Havant and Emsworth Chamber of Commerce, the Hampshire Association of Parish Councils, the Isle of Wight Association for Local Councils, the Havant and Waterloo Liberal Association and 29 local residents expressed disappointment at our interim decision and called for the formation of a Hayling Island parish. Most of the representations reiterated the arguments put forward in response to our consultation letter, emphasising the sense of community on the Island and the general desire for a parish council which could identify and cater for purely local needs.

12. We reviewed our interim decision in the light of the representation we had received. We noted that Hayling Island and Emsworth continued to be the only areas in which there was any demand for new parishes. We noted however that the support for a parish in Hayling Island seemed to have increased and to be better and more strongly

argued than originally. We therefore decided that a local meeting should be held in order to clarify the situation in respect of Hayling Island and, in accordance with Section 65(2) of the 1972 Act, and at our request, Mr T Foord was appointed an Assistant Commissioner to hold a local meeting and report to us. The meeting took place on 30 July 1981 in the Hayling Secondary School Hall, Church Road, Hayling Island. A copy of Mr Foord's report is attached at Schedule 1 to this report.

13. In the light of the discussion at the meeting and his inspection of the area, the Assistant Commissioner recommended that our interim decision not to make a proposal for the constitution of a parish for Hayling Island should be confirmed.

14. We have reviewed our interim decision in the light of the comments we have received and of the Assistant Commissioner's report. We have decided to adopt his recommendation in respect of Hayling Island and to confirm our interim decision.

15. Accordingly we have no proposals to make in relation to the Borough of Havant.

PUBLICATION

16. A letter is being sent with copies of this report to Havant Borough Council asking them to place, in accordance with Section 60(5)(b) of the Local Government Act 1972 the copies on deposit at their main offices, and to put notices to this effect on public notice boards and in the local press. The text of the notice will suggest that any comments on the Commission's decision to make no proposals for the borough should be addressed to you, in writing, preferably within six weeks of the

date of the letter. Copies of this report are also being sent to those who received the consultation letter and to those who made comments.

L.S.

Signed:

PHYLLIS BOWDEN

TYRELL BROCKBANK

G E CHERRY

D P HARRISON

R R THORNTON

L B GRIMSHAW
Secretary

5 November 1981

THOMAS FOORD
LL.B.(HONS.), F.C.I.B., L.M.B.T.P.I.
SOLICITOR

WORTHING 200766

75 FIRST AVENUE.
WORTHING.
SUSSEX,
BN14 9NP

11th August, 1981.

Your ref: LGBC/G/17/13

L.B. Grimshaw, Esq.,
Secretary,
Local Government Boundary Commission
for England,
20, Albert Embankment,
London, SE1 7TJ.

Dear Mr. Grimshaw,

Parish Review - Borough of Havant.

1. Having been appointed an Assistant Commissioner by the Secretary of State for the Environment, in accordance with Section 65(2) of the Local Government Act, 1972, I was asked by the Commission to hold a local meeting to hear representations and local views on whether, in the interests of effective and convenient local government in the area, Hayling Island in the Borough of Havant should be parished. I was advised that the meeting was part of the process of local consultation, and should be run on lines as informal as possible, so as to encourage a full exchange of views, but consistent with the need to ensure a fair hearing.
2. The meeting was held on the 30th July, 1981, at Hayling Secondary School Hall, Church Road, Hayling Island, commencing at 10.30 a.m. and continued until 4.10 p.m. A list of persons attending the meeting with their addresses and the interests they represented is attached to this report.
3. Of the 60 persons present, 29 spoke at the meeting. Of these 15 were in favour of a parish council for Hayling Island including Mr. Walton who spoke on behalf of the Chamber of Trade. In addition Lt. Col. Morgan, Secretary of the Hampshire Association of Parish Councils, and Mr. G. Gibbons of the Isle of Wight Association of Local Councils explained the powers and advantages of parishes. 12 speakers, including Councillor E. Chadwick representing Havant Borough Council, were against the parishing of the area.
4. I received letters from 16 persons who were unable to attend the meeting. Of these 4 were in favour of a parish, and 12 against.
5. The meeting polarised between those who supported the establishment of a parish, and those against it. Although the argument was friendly, opposing views were strongly held. Inevitably there was a considerable amount of repetition and I feel it would be more

helpful to the Commission if I summarise and keep together the points made in the several speeches, rather than report on the speeches in the order in which they were made.

6. The following arguments were advanced in favour of a parish:

(a) Hayling Island is a clearly identifiable area, the physical boundaries are defined, and it meets all the criteria for a parish.

(b) A public meeting organised by the Residents Association and a subsequent referendum conducted jointly by the Chamber of Trade, the local newspaper 'The Hayling Islander', and the Residents Association produced a majority in favour of a parish.

(c) A parish council is the very basis of democracy. It would foster closer identification of the needs of the community and its interests and be an effective and capable organiser of voluntary effort. It would be in the best possible position to know what amenities local people want

(d) Hayling Island has special needs which in many respects are different to the needs of the rest of the Borough of Havants. It is the only part of the borough which functions as a holiday resort. It has a vast increase in population during the holiday season. The ecology around the Island covers many rare species, Brent Geese, Terns etc. There is a special need to ensure that the development of the Island preserves the wild life, fauna, and general environment of the island.

(e) The Island cannot be looked upon as just another part of the Borough when development is being considered. A parish council would have the statutory right to be consulted on planning applications.

(f) Hayling Island Sailing Club is known throughout the world as a sailing centre for national and international events. The mainland clubs in the Borough at Emsworth and Langstone do not have adequate water each tide to attempt such events. The sailing needs of Hayling Island differ from the rest of the Borough and the councillors do not understand these needs.

(g) Hayling Island is the only part of the Borough that has a plague of mosquitoes. The control of these irritating pests affects the residents of the Island and not the rest of the Borough. The Borough Council had stopped trying to control them, against the wishes of the residents.

(h) The traffic pattern on Hayling is different from the rest of the Borough in that the major flows are holiday traffic at week-ends.

(i) The closure of the Portsmouth-Hayling ferry has come about since the ferry was taken into public ownership. The removal of the public transport to the ferry on Hayling Island clearly led to its failure. This fact was well appreciated by Hayling residents but not by the Borough Council.

(j) There is an antipathy to the special needs and aspirations of

Island residents on the part of the County and Borough Councils, which the Island councillors, outnumbered as they are, find difficulty in overcoming. The needs of the residents are not getting resolved in the Borough Council. The creation of a Parish Council would enable the community's collective viewpoint to be presented more effectively, and the opportunity, if desired, for the Parish Council to exercise some of its statutory powers would reduce the feeling of remoteness from the Borough, and the frustration of being unable to influence Borough decisions.

(k) Parish councillors would be helpful and support the Island's borough councillors, and would share the work load.

(l) A very strong community spirit exists. There are many examples of 'self help' from the Island's charitable, social, cultural and commercial organisations. In spite of a strong sense of identity, attitudes on the Island are not exclusive or antagonistic to the Borough. Hayling Island made the largest single contribution to the Borough's Queen's Silver Jubilee Appeal.

(m) Historically South Hayling had a parish council and North Hayling a parish meeting from 1894 to 1932.

(n) There is no lack of public spirited residents willing and able to serve the community. Voluntary secretarial help would be available to assist the clerk to the parish council.

(o) The formation of a parish council is economically viable, the product of a penny rate for Hayling Island being approximately £18,000. Access to capital resources and professional advice and expertise could be obtained through the Hampshire or National Association of Parish Councils. Less than this sum would be required unless the residents themselves wanted more to be spent.

(p) The Hayling Island Chamber of Trade supported the formation of a parish council. Its membership of 95 included retailers, banks, solicitors, accountants, house agents, garages, holiday caterers etc. It was non-political.

7. The following arguments were advanced against the parishing of Hayling Island:

(a) The views of the residents of the Island do obtain adequate acceptance by the Borough Council. For example, of the three Activities Centres envisaged for the whole Borough, the one at Hayling has been given priority and has been constructed.

(b) Hayling Island is represented in the two wards of Hayling East and Hayling West by 6 of the 42 Councillors on the Borough Council. Other wards in the Borough, many of which are just as much communities as Hayling Island, are represented by only 3 Councillors. The Island's representation in terms of Councillors per 1,000 electors is much higher than the Borough average.

(c) Hayling Island has 2 Councillors on each of the Standing Committees of the Borough Council. Other areas have 1.

(d) An examination of the expenditure records shows how much the former Urban District and the present Borough as a whole have spent on Hayling Island on matters such as Sea Defence, the Fishery Lane Camp site, Beachlands and other amenities.

(e) The additional rate burden, not borne by other Borough ratepayers, arising from new expenditure such as the cost of parish elections, parish staffing and offices, meetings etc. including the costs to Havant Borough Council

(f) The cost to Hayling of the assumption of the whole burden of the concurrent powers available to a parish. The difficulties of access to capital resources, and the additional costs incurred by separate expenditure.

(g) If services are transferred to a parish council, the executive action on them could well have to be taken by the Borough as agents to the parish, but the decisions would be made by the parish, not the present Borough Council members, and this could cause practical problems. The parish would have to meet all the costs incurred.

(h) There is not likely to be a great range of available expertise at parish council level for advice and professional services, and this would in practice be sought from the Borough Council. Again the Parish would have to meet the cost.

(i) The cost effectiveness of the operation of services could need investigation as, with services claimable as of right by a Parish Council, the District Council would only be servicing 12 wards instead of 14, with the same availability of staff. Further, with concurrent control of services, there would almost certainly be duplication between the District and Parish Councils.

(j) There is a statutory right for the Parish Council to be notified of all planning applications submitted for development within the parish. Parish councils usually wish to have copies of the plans, not merely a list. This causes delay and expense. In any event they can only make representations, and this can be done effectively by a local amenity society. The Borough Council go to great lengths to publicise lists of applications.

(k) The Borough Council feel that their role in preserving rural Hayling from development otherwise than in accordance with approved development plans has been exemplary.

(l) Several of the specific points made against the Borough Council have been superseded by events. The Council have given instructions with a view to resumption of mosquito control. Certain outstanding pavement works are in hand or will be commenced shortly.

(m) Among the population of Hayling Island generally there is no significant interest in the setting up of a parish council. In the poll organised by the proponents of parishing only 863 voted in favour and 582 against. This was out of a permanent population of over 14,000.

(n) It is 50 years since Hayling Island was parished. The population then was about 5,000 and it was divided into two parishes. It is no

longer a small closed community. It has five separate communities each with its own views and interests. It is part of the Borough the centre of which is only between two and five miles away. It is ably served by its 6 Councillors. The people of North Hayling tend to look to and shop in Havant rather than use the Island facilities. Why should they be required to pay a parish rate?

(o) It was the unanimous view of the Borough Council that there is neither need nor justification for a parish council. The 6 Hayling Councillors do not want it, and do not see how it will assist them.

(p) In view of the limited powers of a parish, and the existing adequate arrangements of the Borough council, it would not be effective, convenient nor economical to create a parish authority. Minor advantages would be outweighed by the cost. It would be just another tier of bureaucracy - a talking shop. Hayling attracts many retired people on fixed incomes, and they should not be burdened with added rates. The Residents Association is very active and frequently holds public meetings on any matters of contention. The opinions of the residents are then made known to the Borough Ward Councillors or to the Council direct. It is just as effective as a parish council. Those people who have said they were prepared to stand for, or work for, a parish council could equally well join this, or any of the many other existing bodies on the Island who would welcome new members who had the interests of the island at heart.

(q) Mr. Peter Robinson wrote to me on behalf of the Hayling Island Branch of the Labour Party, stating that it was the Party's policy nationally to encourage local democracy and decision making, and the Party is not opposed to parish councils per se. However, in the specific case of Hayling Island, they felt it necessary to record their opposition to the idea of a parish council on several grounds. Most of these are included in the paragraphs above but he added "Hayling's relations with the rest of the Borough have never been good and seem to have deteriorated in recent years. Residents in the rest of the Borough seem to see us as a race apart, and rather than being an argument for a council (parish) it is a strong one against it, since we will still have to rely on the rest of the Borough and creating a Parish Council would merely further antagonise that relationship." Speakers at the meeting also said that the Islanders proposing a parish for Hayling were being selfish vis a vis the Borough, and a parish council would inevitably be divisive. When one is part of a Borough you are a member of a family, and you cannot always seek priority.

(r) Mr. R.W. Sandford representing Hayling Island Holiday Proprietors Association said that they were members of the Chamber of Trade, but they did not agree with the proposal for a parish council. To people in the holiday business the addition of a parish rate might mean the difference between keeping the business afloat and going broke. Employment would suffer. Times were difficult enough without added burdens. It is too large a community to have a parish council. He belonged to a number of associations. They were adequately served by the present councillors, had always received co-operation from them, and he didn't see how a parish council, or several parish

Public Meeting - Proposed Hayling Island Parish Council -
30th July, 1981

<u>Name (Block Capitals)</u>	<u>Address</u>	<u>Representing</u>
COUNCILLOR E.S.M. CHADWICK	5 Wensley Gardens, Emsworth	Havant Borough Council
MR. P.J.C. HITCHCOCK	44 St. Thomas Avenue, Hayling Island	Havant Borough Council
MR. T. MAYNE	10 Bacon Lane, Hayling Island	
MR. F. SEARLE	5 Woodlands Lane, Hayling Island	
MRS. J. HUTCHINSON	23 Station Road, Hayling Island	
MR. B.W. TAYLOR	159 West Lane, Hayling Island	
MR. G.A. GIBBONS	St. Albins, 10 Churchill Road, Cowes	I.O.W. Association of Local Councils
COUNCILLOR W.P. BEER	130 Silverdale Drive, Waterlooville	Havant Borough Council
MRS. Y. VAILE	42 Salterns Lane, Hayling Island	
MR. A.M. OVER	3 Bacon Lane, Hayling Island	
MR. J. WATKING	2 Smiths Field, Romsey	Hampshire County Council
MR. R.W. SELBY	Mengham House, Hayling Island	
MR. D. MONK	7 West Street, Havant	"The News", Havant
MR. D. MORRIS	7 West Street, Havant	"The News", Havant
MR. J. WALTON	42 Southwood Road, Hayling Island	Hayling Island Chamber of Trade
MR. & MRS. F. MARTIN	53 Southwood Road, Hayling Island	
MRS. B. GODFREY	73 Southwood Road, Hayling Island	
MR. E.J. HITCHCOCK	44 St. Thomas Avenue, Hayling Island	
MR. & MRS. D. BEYNON	95A St. Thomas Avenue, Hayling Island	
MR. G. BREWIN	23 St. Catherines Road, Hayling Island	
MRS. A.L. NEALE	38 Annes Court, Hayling Island	
MRS. E.F. DAVIS	132 Sea Front, Hayling Island	
MR. R.A. DAVIS	39 Fernhurst Close, Hayling Island	
MR. A.W. MORRISS	12 Saltmarsh Lane, Hayling Island	
LT. COL. J.B.D. MORGAN	Beaconsfield House, Andover Road, Winchester	Sec., Hampshire Association of Parish Councils
MR. W.O. ROBERTS	1 Wheatlands Crescent, Hayling Island	Eastoke Community Centre
MR. I.E. DYER	10 Wheatlands Avenue, Hayling Island	
MR. D.C. VAILE	42 Salterns Lane, Hayling Island	
MR. J.A. BARRABLE	39 St. Andrews Road, Hayling Island	

<u>Name (Block Capitals)</u>	<u>Address</u>	<u>Representing</u>
MR. H.V. KIRBY	23 North Shore Road, Hayling Island	
MR. H. PICKIN	31 Annes Court, Hayling Island	
COUNCILLOR MRS. A.E.L. EDWARDS	2B Selsmore Avenue, Hayling Island	Havant Borough Council
MR. H. CLODE	24 Bound Lane, Hayling Island	
MRS. Q. TARGETT	"Middlestoke" Castlemans Lane, Hayling Island	
COUNCILLOR & MRS. D. ATTERBURY	10 St. Thomas Avenue, Hayling Island	Havant Borough Council
MRS. E. HAYLER	78 Church Road, Hayling Island	
MR. J. DERBEN	68 Church Road, Hayling Island	
MR. C. BARNES	Flat 1, 117 Southwood Road, Hayling Island	
MR. & MRS. PANNELL	16 Sandy Point Road, Hayling Island	
MR. B. DUCKETT	3 North Shore Road, Hayling Island	
MRS. M.M. MERRILL	2 Winston Close, Hayling Island	
COUNCILLOR MRS. K.I. POOK	11 St. Thomas Avenue, Hayling Island	Havant Borough Council
MR. E. SANDLE	50 St. Leonards Avenue, Hayling Island	
MR. A. LOCK	96 West Lane, Hayling Island	
MRS. P. SADDINGTON	3 Orchard Road, Hayling Island	
MR. D. STOKELY	33 Sea Grove Avenue, Hayling Island	
COUNCILLOR B.J. HARCOURT	25 St. Catherines Road, Hayling Island	Havant Borough Council
MRS. D. FORD	18 Fernhurst Close, Hayling Island	
MRS. H. HANDLEY	32 Bacon Lane, Hayling Island	
MR. R.W. SANFORD	87 Southwood Road, Hayling Island	
MR. G. BAZLINTON	29 Bound Lane, Hayling Island	
MR. B.G. PAYNE	36 Fishery Lane, Hayling Island	
MR. DD. HOUSON	26 Bacon Lane, Hayling Island	
MR. W.J. CLARK	30 St. Marys Road, Hayling Island	
MR. K.P. GROVES	10 Culver Drive, Hayling Island	
MRS. D. BERK	21 Bracklesham Road, Hayling Island	