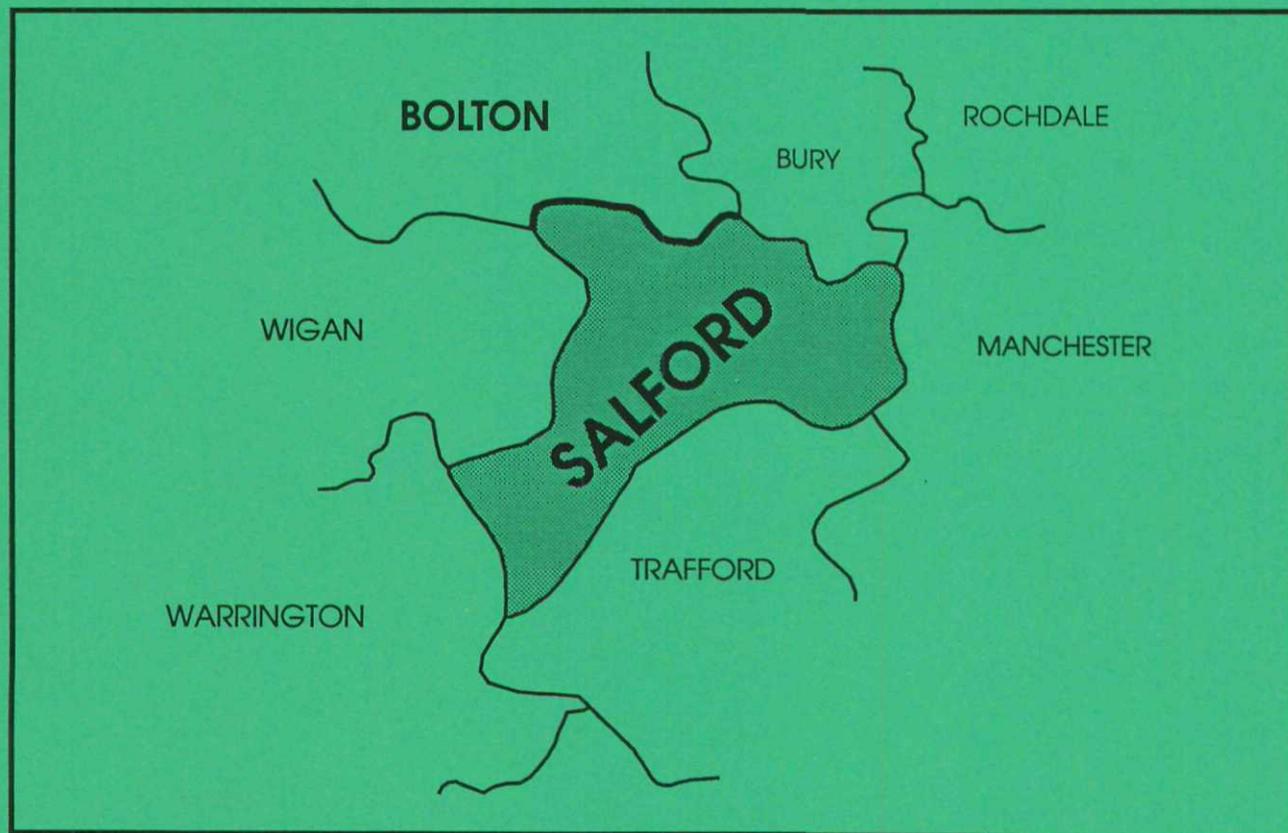


LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

REVIEW OF GREATER MANCHESTER

CITY OF SALFORD

Boundary with : **BOLTON** in **GREATER MANCHESTER**
in the vicinity of **CLIFTON**



REPORT NO. 635

**LOCAL GOVERNMENT
BOUNDARY COMMISSION
FOR ENGLAND
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LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

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R D COMPTON
Commission Secretary
20 February 1992

**THE RT HON MICHAEL HESELTINE MP
SECRETARY OF STATE FOR THE ENVIRONMENT**

REVIEW OF GREATER MANCHESTER

**CITY OF SALFORD : FURTHER REVIEW OF ITS BOUNDARY WITH BOLTON IN
GREATER MANCHESTER, IN THE VICINITY OF CLIFTON**

COMMISSION'S FINAL REPORT

INTRODUCTION

1. In September 1987, as part of our mandatory cycle of reviews of metropolitan district boundaries under Section 48(1) of the Local Government Act 1972, we commenced a review of the City of Salford and its boundaries with the Metropolitan Borough of Bolton in Greater Manchester and the Borough of Warrington in the County of Cheshire. Our Report, No 587, was submitted to your predecessor on 24 July 1990.

2. In a letter dated 24 January 1991 you notified us of your decision not to implement at that stage our recommendation to unite a housing estate at Clifton, currently divided between Bolton and Salford, wholly in Salford. You agreed, however, with our other recommendations to re-align the boundary between Bolton and Salford at Walkden and Farnworth to the M62.

3. You accepted that the boundary between the two local authorities at Clifton was unsatisfactory and that, because the area lay on the fringes of adjacent urban areas and had no distinctive natural features in between, it could equally form part of either area. However, you noted the large number of objections to our proposals and directed us to carry out a further review of the boundary between the City of Salford and the Metropolitan Borough of Bolton at Clifton, and to report to

you with our conclusions by 31 March 1992. You also asked us to give particular regard to the suitability of the M62 as a boundary and to report to you on this point.

4. On 15 March 1991, we wrote to the City of Salford launching the further review. The views of both the City of Salford and Bolton Metropolitan Borough Councils were invited on whether the housing estate at Clifton should be united either in Salford or in Bolton, having regard to the proximity of the M62 Motorway and its suitability or otherwise as a boundary in this area. Copies of our letter were sent to the Local Authority Associations; to Members of Parliament with constituency interests; and to the headquarters of the main political parties. In addition, copies were sent to those government departments, regional health authorities and statutory undertakers which might have an interest, as well as to the English Tourist Board, the local press and the local television and radio stations serving the area.

5. We arranged for a notice to be inserted for two successive weeks in local newspapers so as to give a wide coverage in the area concerned. Both Councils were also asked to ensure that our consultation letter was drawn to the attention of those involved with services such as the police and the administration of justice.

6. A period of two months from the date of our letter was allowed for both authorities, including any body or person interested in the further review, to send us their views on whether changes to the boundary in the Clifton area were necessary or appropriate.

THE SUBMISSIONS MADE TO US

7. In response to our letter of 15 March 1991, we received representations from the City of Salford, the Metropolitan Borough of Bolton, the Chief Constable of Greater Manchester

Police, the Chairman of the Local Residents Association, the Bolton South East Liberal Democrats and from two Bolton Metropolitan Borough Councillors. We also received some ninety individual letters from members of the public.

SUGGESTIONS FOR CHANGE AND OUR INITIAL CONSIDERATION

Representations

8. Salford City Council opposed the use of the M62 as the boundary in this area. It considered that the adoption of such an alignment would be divisive as it would split Clifton between two local authorities and disrupt the provision of facilities to the area. It thought that, as the motorway is in a cutting, it would not, in practice, act as a decisive barrier between Clifton and the rest of Salford to the south. It considered the Unity Brook to be a much clearer divide, in terms of geography and structure, between Clifton and Kearsley (in Bolton) to the north. Salford also referred to proposals for a motorway link between the M66 and M6 (the Greater Manchester Western and Northern Relief Route), which might result in the construction of an additional main highway to the M62 north of Clifton, in the vicinity of Unity Brook.

9. Salford provided details of its social services, community and education provision to Clifton, giving as examples the Clifton Community Centre, located at Wynne Avenue, just south of the motorway and a health centre, promoted by Salford, at the junction of Manchester Road and Queensway, in Clifton. Salford also commented that the facilities for social services which it provides at Swinton are considerably closer to the housing estate than the corresponding facilities provided by Bolton, in Farnworth.

10. Salford indicated that there were a number of its primary schools located in, or close to, the Clifton area, all of which, unlike Bolton's schools, provide nursery facilities. It also

provided details of the flow of Bolton pupils to schools in Salford. Of the 111 children from the housing estate at Clifton attending Salford schools, 46 were from the Bolton side. This, it claimed, demonstrated a community of interest among residents of the area south of Unity Brook with Salford, who look to Salford-based nursery and primary schools for educational provision. Salford expressed the view that the Salford/Bolton boundary in this area should reflect these links.

11. Salford was also concerned about the implications which a boundary realignment along the M62 might have for the future of Clifton Country Park, which lies north of the motorway. It commented that the Country Park, which has recently been formally designated as such by the Department of the Environment, provides a valuable recreational resource for Salford residents, and houses several projects of historic and environmental importance. It further stated that 50 of the 80 hectares comprising the Country Park are currently in its ownership, and that its Council has not only invested considerable resources of its own in the projects, but has attracted funds from other bodies. Additionally, it indicated that Clifton Moss, which is situated to the north of the M62, is a planned nature reserve and identified as such in the Council's draft Unitary Development Plan.

12. Salford re-affirmed its original view that anomalies in the current boundary should not be removed by a realignment which would significantly alter the distribution of properties between Salford and Bolton. However, if a more substantial boundary realignment was held to be necessary, the course of Unity Brook should be followed.

13. Bolton Metropolitan Borough Council repeated its previous suggestion that, in line with the expressed wish of those Bolton residents of the housing estate to remain in Bolton's area, there should be only minimal change to the existing boundary. Bolton did not comment on the suggested use of the M62 as the boundary.

14. A Bolton councillor, supported by four members of the public who claimed strong ties with Salford, felt the Unity Brook would provide the most satisfactory boundary. He felt that there was no community of interest between Kearsley and Clifton. He also referred to the possible construction of an M66/M6 link road along Unity Brook. One respondent claimed that the majority of Clifton's residents use Salford's facilities. It was also pointed out by the Bolton councillor and by a local resident that the boundary between the former Kearsley Urban District Council and Barton Rural District Council had closely followed the line of Unity Brook.

15. A second Bolton councillor preferred minor change only. He felt a realignment of the boundary to the motorway would be unfair to the Salford residents of the housing estate, who would then have to travel several miles to their new administrative centre, instead of two miles to their present centre at Swinton Town Hall. The councillor also referred to the possible M66/M6 link Road.

16. We received representations from 92 members of the public, mainly Bolton residents of Clifton, who on the grounds of possible increased costs, such as household insurance and community charge, opposed any change that would transfer them to Salford. The majority supported realigning the boundary to the M62. Other respondents preferred no change to the boundary or only that necessary to remove anomalies.

17. Greater Manchester Police supported the unification of the housing estate in Salford, although, equally, they would not object to the use of the M62 as the boundary. They pointed out that the use of the M62 as the boundary would transfer approximately 600 properties from Salford to Bolton.

Our Consideration

18. The M62 is in a cutting in this area and there is a direct road across it linking the housing estate with the rest of Salford to the south, where the majority of services to the Clifton area are located. From Salford's comments on service provision, and from the representations received from Salford residents, it appeared to us that there were strong links in terms of service provision and a community of interest across the motorway. Accordingly, we took the view that the M62 did not act as a barrier to movement in this area. Indeed, we considered that its adoption as the boundary between Salford and Bolton would have the effect of severing existing community links and would be detrimental to the provision of effective and convenient local government in the Clifton area.

19. We noted the possibility of a M66/M6 link road to the north of Clifton, in the vicinity of Unity Brook. However, plans are still in the early stages and we took the view that it could not reasonably be considered as a possible boundary in the context of this review.

20. We acknowledged the strongly held views of those Bolton residents of the housing estate who had written to us opposing its unification in Salford and, in the light of those objections, we considered the suggestions for minor change submitted by both Councils. We noted that these suggestions would resolve the more obvious anomalies in the existing boundary. However, we took the view that they did not address the issue of the division of the housing estate between two authorities.

OUR DRAFT PROPOSAL

21. From the evidence contained in the responses, it appeared to us that the estate was a single community which looks south to Salford for the major proportion of its local authority and associated services. Indeed, Salford's detailed submission had

indicated that residents of the estate, including many on the Bolton side of the existing boundary, used services provided by Salford, in particular, education. By contrast, there appeared to be little evidence of strong links between the housing estate and Bolton in terms of service provision.

22. Accordingly, we decided (for the second time) to adopt as our draft proposal a realignment along the Unity Brook. We considered on the evidence available to us that this realignment would resolve the anomalies in the existing boundary and also reflect the ties which the majority of residents in the area appeared to have with Salford.

ANNOUNCEMENT OF OUR DRAFT PROPOSAL

23. The letter announcing our draft proposal was published on 16 September 1991. Copies were sent to the local authorities concerned and to all those who had made representations to us. We arranged for a notice to be published announcing our draft proposal. In addition, the City of Salford and the Metropolitan Borough of Bolton were asked to post copies of the notices at places where public notices are customarily displayed. They were also asked to place copies of our letter on deposit for inspection at their main offices for a period of eight weeks. Comments were invited by 18 November 1991.

RESPONSE TO OUR DRAFT PROPOSAL

24. In response to our draft proposal we received comments from the City of Salford and the Metropolitan Borough of Bolton. We also received comments from the Assistant Chief Constable of Greater Manchester Police, the Bolton Metropolitan Liberal Democrats, Bolton South East Liberal Democrats (who enclosed a 78-signature petition), Bolton South East Conservative Association, the Chairman of the Local Residents Association, two Bolton Metropolitan Borough Councillors and 69 members of the public.

25. As required by Section 60(2) of the Local Government Act 1972, we have carefully considered all the representations made to us and set out below our final proposal.

OUR FINAL PROPOSAL AND DECISION

26. Our draft proposal was supported by Salford City Council, who re-affirmed the reasons set out in their earlier submission, and by Greater Manchester Police and four local residents who live on the Salford side of the existing boundary. However, Bolton Metropolitan Borough Council reaffirmed its opposition to the use of the Unity Brook on the grounds that we had failed to meet the criterion in DoE Circular 33/78 that we should have regard to the wishes of local residents. The authority challenged the figures given by Salford for the number of children from the Bolton side of Clifton attending Salford schools. It claimed that these figures did not accord with Salford's claim for inter-authority payment from Bolton.

27. We received 69 letters from members of the public and a petition bearing 78 signatures forwarded by the Bolton South-East Liberal Democrats in support of its representation. Nearly all the letters received were from residents of Kearsley on the Bolton side of the present boundary who felt that we had not taken sufficient account of their wishes and views.

28. We noted that the information provided by Salford, which formed part of the basis for our decision, had been widely disputed in the representation made to us and in particular Bolton had provided evidence which questioned Salford's information concerning educational facilities. Bolton also suggested that there were inaccuracies in Salford's arguments about the provision of other services such as health care, where Salford had argued that the nearest Bolton facilities are in Farnworth, some distance from Clifton, whereas the local Residents Association drew our attention to the existence of facilities in Kearsley.

29. We noted that the Bolton Metropolitan Liberal Democrats and several residents on the Bolton side of the boundary had urged us to reconsider the use of the M62 as the boundary. However, we had previously noted the strong affinity of residents of the Salford side of the present boundary with that borough; to propose the M62 as the boundary might well generate a response from the Salford residents of Clifton similar to that from the Bolton residents of Clifton to our draft proposal. We also recognised that the M62 in the locality was not a barrier to north/south movement.

30. Although it appears at first sight that the Clifton housing estate is a single entity, residents' affinities seem to be in either direction - some with Bolton others with Salford. There is however general hostility to any proposal which would transfer a substantial number of people to another local authority. The wishes and affinities of local people must be an important factor in our consideration of boundary reviews. Your direction to us made it clear that our proposal should be acceptable locally. In the light of opposition to change from residents of Corrie Crescent, Corrie Drive and Teak Drive, we have concluded that our draft proposal cannot be sustained. We have therefore decided to limit our proposal to minor change only, to remove obvious anomalies, to facilitate service provision and mostly to reflect the wishes of the people. In the circumstance we also considered that the use of the M62 as a boundary would be inappropriate.

31. We noted that there was no direct physical connection between Lowefield Crescent and Corrie Crescent or Corrie Drive, and that these roads, and Teak Drive, all relied upon Manchester Road for access. We concluded that the realignment of the boundary to the rear curtilages of properties in Corrie Drive, Corrie Crescent, Belmont Avenue, Lawefield Crescent, Teak Drive and Cedar Drive, would affect the least number of properties while rectifying the most obvious anomalies and would best reflect residents' affinities, as suggested in their responses. We have therefore decided to modify our draft proposal

accordingly, by excluding Corrie Crescent, Corrie Drive, Ellen Grove and Teak Drive from the transfer to Salford; and to make this our final proposal.

ELECTORAL CONSEQUENCES

32. Our final proposal is unlikely to have a significant effect upon the electoral arrangements of either the City of Salford or the Metropolitan Borough of Bolton. A schedule detailing the consequential electoral changes is enclosed at Annex B.

CONCLUSION

33. We believe that our final proposal, which is summarised in Annex C to this report, is in the interests of effective and convenient local government and we commend it to you accordingly.

PUBLICATION

34. A separate letter is being sent to Salford City Council and Bolton Metropolitan Borough Council asking them to deposit copies of this report at their main offices for inspection for a period of six months. They are also being asked to put notices to that effect on public notice boards. Arrangements have been made for similar notices to be inserted in the local press. The text of the notice will explain that the Commission has fulfilled its statutory role in this matter and it now falls to you to make an order implementing the proposal, if you think fit, though not earlier than a period of six weeks from the date our final proposal is submitted to you. Copies of this report, with the map attached at Annex A illustrating the proposed change, are being sent to all those who received our draft proposal letter of 16 September 1991, and to those who made written representations to us.

Signed

G J ELLERTON (Chairman)

K F J ENNALS

G R PRENTICE

HELEN SARKANY

C W SMITH

K YOUNG

R D COMPTON
Commission Secretary

February 1992

LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND
METROPOLITAN BOUNDARY REVIEW

CITY OF SALFORD

AFFECTING BOLTON MB

FINAL PROPOSALS

Existing Boundary	—————
Proposed Boundary	- - - - -

Produced by Ordnance Survey for the
Local Government Boundary Commission for England

LOCATION DIAGRAM

BOLTON MB

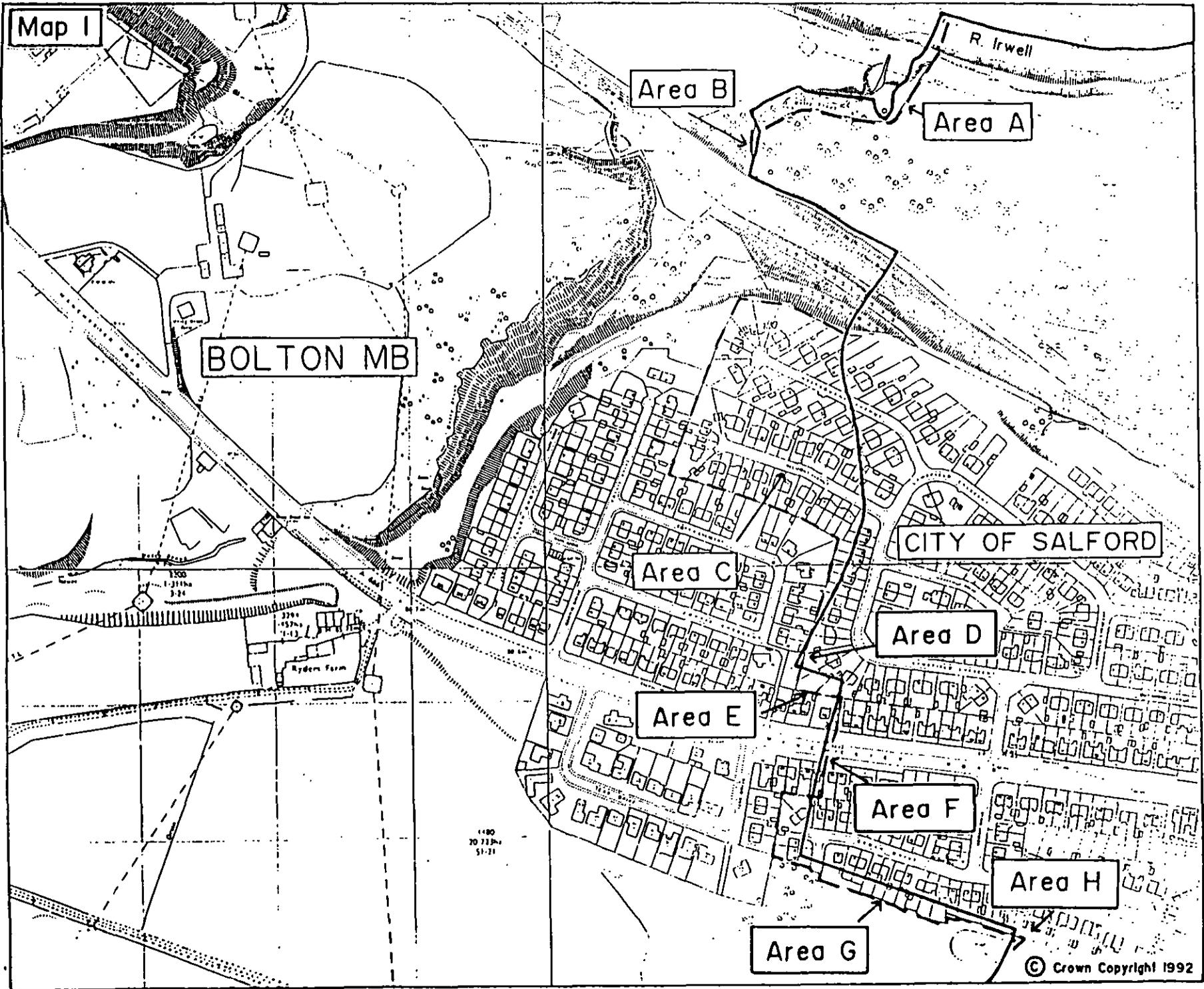
WIGAN MB

CITY OF SALFORD

Map 1



Map I



BOLTON MB

CITY OF SALFORD

Area B

Area A

Area C

Area D

Area E

Area F

Area H

Area G

1180
70 713

CONSEQUENTIAL CHANGES

MAP NO.	AREA REF	FROM	TO
1	A D F H	City of Salford Pendlebury Ward	Bolton MB Kearsley Ward
	B C E G	Bolton MB Kearsley Ward	City of Salford Pendlebury Ward

SUMMARY OF PROPOSED BOUNDARY CHANGE BETWEEN THE CITY OF SALFORD
AND THE METROPOLITAN BOROUGH OF BOLTON IN GREATER MANCHESTER, IN
THE VICINITY OF CLIFTON

Housing Estate at
Clifton

Minor realignment
to the rear
curtilages of
properties in
Corrie Drive,
Corrie Crescent,
Belmont Avenue,
Lawfield
Crescent, Teak
Drive and Cedar
Drive

Paragraph 3f
Map 1