

LOCAL
GOVERNMENT
COMMISSION
FOR ENGLAND

FINAL
RECOMMENDATIONS
ON THE FUTURE
ELECTORAL
ARRANGEMENTS FOR
SCARBOROUGH IN
NORTH YORKSHIRE

*Report to the Secretary of State for the
Environment, Transport and the Regions*

November 1999

LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements for the borough of Scarborough in North Yorkshire.

Members of the Commission are:

Professor Malcolm Grant (Chairman)

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A large map illustrating the proposed ward boundaries for Scarborough is inserted inside the back cover of the report.



Local Government Commission for England

30 November 1999

Dear Secretary of State

On 3 November 1998 the Commission began a periodic electoral review of Scarborough under the Local Government Act 1992. We published our draft recommendations in May 1999 and undertook an eight-week period of consultation.

We have now prepared our final recommendations in the light of the consultation. We have substantially confirmed our draft recommendations, although some modifications have been made (see paragraphs 80-81) in the light of further evidence. This report sets out our final recommendations for changes to electoral arrangements in Scarborough.

We recommend that Scarborough Borough Council should be served by 50 councillors representing 25 wards, and that changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria. We recommend that the whole-council elections should continue to be held every four years.

We note that you have now set out in the White Paper *Modern Local Government – In Touch with the People* (Cm 4014, HMSO), legislative proposals for a number of changes to local authority electoral arrangements. However, until such time as that new legislation is in place we are obliged to conduct our work in accordance with current legislation, and to continue our current approach to periodic electoral reviews.

I would like to thank members and officers of the Borough Council and other local people who have contributed to the review. Their co-operation and assistance have been very much appreciated by Commissioners and staff.

Yours sincerely

PROFESSOR MALCOLM GRANT
Chairman

SUMMARY

The Commission began a review of Scarborough on 3 November 1998. We published our draft recommendations for electoral arrangements on 25 May 1999, after which we undertook an eight-week period of consultation.

- **This report summarises the representations we received during consultation on our draft recommendations, and offers our final recommendations to the Secretary of State.**

We found that the existing electoral arrangements provide unequal representation of electors in Scarborough:

- **in 11 of the 22 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough and two wards vary by more than 20 per cent from the average;**
- **by 2003 electoral equality is not expected to improve, with the number of electors per councillor forecast to vary by more than 10 per cent from the average in 11 wards and by more than 20 per cent in three wards.**

Our main final recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 80-81) are that:

- **Scarborough Borough Council should have 50 councillors, one more than at present;**
- **there should be 25 wards, instead of 22 as at present;**
- **the boundaries of 19 of the existing wards should be modified, resulting in a net increase of three, and only three wards should retain their existing boundaries;**
- **whole-council elections should continue to take place every four years.**

These recommendations seek to ensure that the number of electors represented by each borough councillor is as nearly as possible the same, having regard to local circumstances.

- **In 23 of the proposed 25 wards the number of electors per councillor would vary by no more than 10 per cent from the borough average, with only one ward varying by more than 20 per cent.**
- **This improved level of electoral equality is forecast to improve further, with the number of electors per councillor in two wards expected to vary by no more than 10 per cent from the average for the borough in 2003, and no wards varying by more than 20 per cent.**

Recommendations are also made for changes to parish and town council electoral arrangements which provide for:

- **revised warding arrangements and the redistribution of councillors for the parishes of Newby & Scalby and Whitby;**
- **new warding arrangements for the parishes of Filey and Glaisdale.**

All further correspondence on these recommendations and the matters discussed in this report should be addressed to the Secretary of State for the Environment, Transport and the Regions, who will not make an order implementing the Commission's recommendations before 11 January 2000:

**The Secretary of State
Department of the Environment,
Transport and the Regions
Local Government Sponsorship Division
Eland House
Bressenden Place
London SW1E 5DU**

Figure 1:
The Commission's Final Recommendations: Summary

	Ward name	Number of councillors	Constituent areas (existing wards)	Map reference
1	Castle (in Scarborough)	2	Castle ward (part); Central ward (part)	Large map
2	Cayton	2	<i>Unchanged</i> (the parishes of Cayton, Gristhorpe, Lebberston and Osgodby)	Map 2
3	Central (in Scarborough)	2	Central ward (part); Falsgrave ward (part)	Large map
4	Danby	1	Danby ward (part – the parishes of Commondale, Danby and Westerdale and the proposed Leaholm parish ward of Glaisdale parish)	Maps 2 and A5
5	Derwent Valley	2	Ayton ward (the parishes of East Ayton and West Ayton); Derwent Valley ward (part – the parishes of Brompton, Hutton Buscel, Snainton and Wykeham)	Map 2
6	Eastfield	3	Eastfield ward (part – the parish of Eastfield)	Large map
7	Esk Valley	2	Danby ward (part – the proposed Glaisdale parish ward of Glaisdale parish); Eskdaleside ward (part – the parishes of Egton, Eskdaleside-cum-Ugglebarnby, Goathland, Grosmont and Sneaton)	Maps 2 and A5
8	Falsgrave (in Scarborough)	2	Falsgrave ward (part); Woodlands ward (part)	Large map
9	Filey	3	Filey ward (part – the proposed Filey parish ward of Filey parish)	Maps 2 and A4
10	Fylingdales	1	<i>Unchanged</i> (the parishes of Fylingdales and Hawsker-cum-Stainsacre)	Map 2
11	Hertford	2	Filey ward (part – the proposed Primrose Valley parish ward of Filey parish); Hertford ward (the parishes of Folkton, Hunmanby, Muston and Reighton)	Maps 2 and A4
12	Lindhead	1	Lindhead ward (part – the parishes of Burniston and Cloughton)	Map 2
13	Mayfield (in Whitby)	2	Mayfield ward (part – the Ruswarp parish ward (part), Stakesby parish ward (part) and Whitby West Cliff parish ward (part) of Whitby parish)	Maps 2 and A2

Figure 1 (continued):
The Commission's Final Recommendations: Summary

	Ward name	Number of councillors	Constituent areas (existing wards)	Map reference
14	Mulgrave	2	Eskdaleside ward (part – the parishes of Aislaby and Newholm-cum-Dunsley); Mulgrave ward (the parishes of Barnby, Borrowby, Ellerby, Hinderwell, Hutton Mulgrave, Lythe, Mickleby, Mulgrave, Newton Mulgrave, Roxby and Ugthorpe)	Map 2
15	Newby	3	Newby ward (part – the Newby parish ward (part) of Newby & Scalby parish); Scalby ward (part – the Scalby parish ward (part) of Newby & Scalby parish)	Large map
16	North Bay (in Scarborough)	2	Castle ward (part); Northstead ward (part)	Large map
17	Northstead (in Scarborough)	2	Central ward (part); Northstead ward (part)	Large map
18	Ramshill (in Scarborough)	2	Weaponness ward (part)	Large map
19	Scalby, Hackness & Staintondale	2	Derwent ward (part – the parishes of Broxa-cum-Troudsdale, Darncombe-cum-Langdale End, Hackness, Harwood Dale, Silpho and Suffield-cum-Everley); Lindhead ward (part – the parish of Staintondale); Newby ward (part – the Newby parish ward (part) of Newby & Scalby parish); Scalby ward (part – the Scalby parish ward (part) of Newby & Scalby parish)	Large map
20	Seamer	2	<i>Unchanged</i> (the parishes of Irton and Seamer)	Map 2
21	Stepney (in Scarborough)	2	Central ward (part); Falsgrave ward (part); Woodlands ward (part)	Large map
22	Streonshalh (in Whitby)	2	Streonshalh ward (part – the Abbey parish ward and proposed Town South parish wards of Whitby parish)	Maps 2 and A3
23	Weaponness (in Scarborough)	2	Eastfield ward (part); Weaponness ward (part)	Large map
24	Whitby West Cliff (in Whitby)	2	Mayfield ward (part – the Stakesby parish ward (part) of Whitby parish); Streonshalh ward (part – the proposed Town North parish ward of Whitby parish)	Maps 2, A2 and A3

continued overleaf

	Ward name	Number of councillors	Constituent areas (existing wards)	Map reference
25	Woodlands (in Scarborough)	2	Woodlands ward (part)	Large map

Notes: 1 The borough of Scarborough is parished except for the town of Scarborough.

Figure 2:
The Commission's Final Recommendations for Scarborough

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Castle (in Scarborough)	2	3,429	1,715	-1	3,551	1,776	0
2 Cayton	2	3,566	1,783	3	3,632	1,816	2
3 Central (in Scarborough)	2	3,511	1,756	1	3,531	1,766	-1
4 Danby	1	1,791	1,791	3	1,794	1,794	1
5 Derwent Valley	2	3,674	1,837	6	3,692	1,846	4
6 Eastfield	3	4,125	1,375	-21	4,694	1,565	-12
7 Esk Valley	2	3,629	1,815	5	3,666	1,833	3
8 Falsgrave (in Scarborough)	2	3,459	1,730	0	3,552	1,776	0
9 Filey	3	5,491	1,830	5	5,852	1,951	10
10 Fylingdales	1	1,857	1,857	7	1,857	1,857	5
11 Hertford	2	3,885	1,943	12	3,923	1,962	11
12 Lindhead	1	1,720	1,720	-1	1,762	1,762	-1
13 Mayfield (in Whitby)	2	3,663	1,832	6	3,779	1,890	6
14 Mulgrave	2	3,283	1,642	-5	3,292	1,646	-7
15 Newby	3	5,072	1,691	-3	5,113	1,704	-4
16 North Bay (in Scarborough)	2	3,460	1,730	0	3,506	1,753	-1
17 Northstead (in Scarborough)	2	3,325	1,663	-4	3,337	1,669	-6
18 Ramshill (in Scarborough)	2	3,431	1,716	-1	3,456	1,728	-3
19 Scalby, Hackness & Lindhead	2	3,495	1,748	1	3,511	1,756	-1
20 Seamer	2	3,175	1,588	-9	3,320	1,660	-6

continued overleaf

Figure 2 (continued):
The Commission's Final Recommendations for Scarborough

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
21 Stepney (in Scarborough)	2	3,620	1,810	4	3,646	1,823	3
22 Streonshalh (in Whitby)	2	3,732	1,866	8	3,797	1,899	7
23 Weaponness (in Scarborough)	2	3,369	1,685	-3	3,406	1,703	-4
24 Whitby West Cliff (in Whitby)	2	3,603	1,802	4	3,631	1,816	2
25 Woodlands (in Scarborough)	2	3,413	1,707	-2	3,436	1,718	-3
Totals	50	86,778	—	—	88,736	—	—
Averages	—	—	1,736	—	—	1,775	—

Source: Electorate figures are based on information provided by Scarborough Borough Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the borough of Scarborough in North Yorkshire. We have now reviewed the districts in North Yorkshire (excluding York) as part of our programme of periodic electoral reviews (PERs) of all principal local authority areas in England. We expect to undertake a PER of York unitary authority in 2000/1.

2 This was our first review of the electoral arrangements of Scarborough. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in November 1977 (Report No. 182). The electoral arrangements of North Yorkshire County Council were last reviewed in August 1984 (Report No. 477). We intend reviewing the County Council's electoral arrangements in due course.

3 In undertaking these reviews, we have had regard to:

- the statutory criteria contained in section 13(5) of the Local Government Act 1992;
- the *Rules to be Observed in Considering Electoral Arrangements* contained in Schedule 11 to the Local Government Act 1972.

4 We are required to make recommendations to the Secretary of State on the number of councillors who should serve on the Borough Council, and the number, boundaries and names of wards. We can also make recommendations on the electoral arrangements for parish and town councils in the district.

5 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (updated in March 1998), which sets out our approach to the reviews.

6 In our *Guidance*, we state that we wish wherever possible to build on schemes which have been prepared locally on the basis of careful and effective consultation. Local interests are normally

in a better position to judge what council size and ward configuration is most likely to secure effective and convenient local government in their areas, while allowing proper reflection of the identities and interests of local communities.

7 The broad objective of PERs is to achieve, so far as practicable, equality of representation across the district as a whole. For example, we will require particular justification for schemes which would result in, or retain, an electoral imbalance of over 10 per cent in any ward. Any imbalances of 20 per cent or more should only arise in the most exceptional circumstances, and will require the strongest justification.

8 We are not prescriptive on council size. We start from the general assumption that the existing council size already secures effective and convenient local government in that district – but we are willing to look carefully at arguments why this might not be so. However, we have found it necessary to safeguard against upward drift in the number of councillors, and we believe that any proposal for an increase in council size will need to be fully justified: in particular, we do not accept that an increase in a district's electorate should automatically result in an increase in the number of councillors, nor that changes should be made to the size of a district council simply to make it more consistent with the size of other districts.

9 In July 1998, the Government published a White Paper, *Modern Local Government – In Touch with the People*, which set out legislative proposals for local authority electoral arrangements. In two-tier areas, it proposed introducing a pattern in which both the district and county councils would hold elections every two years, i.e. in year one half of the district council would be elected, in year two half of the county council would be elected, and so on. The Government stated that local accountability would be maximised where every elector has an opportunity to vote every year, thereby pointing to a pattern of two-member wards (and divisions) in two-tier areas. However, it stated that there was no intention to move towards very large electoral areas

in sparsely populated rural areas, and that single-member wards (and electoral divisions) would continue in many authorities.

10 Following publication of the White Paper, we advised all authorities in our 1998/99 PER programme, including the North Yorkshire districts, that until any direction is received from the Secretary of State, the Commission would continue to maintain its current approach to PERs as set out in the March 1998 *Guidance*. Nevertheless, we considered that local authorities and other interested parties might wish to have regard to the Secretary of State's intentions and legislative proposals in formulating electoral schemes as part of PERs of their areas.

11 This review was in four stages. Stage One began on 3 November 1999, when we wrote to Scarborough Borough Council inviting proposals for future electoral arrangements. We also notified North Yorkshire County Council, North Yorkshire Police Authority, the local authority associations, Yorkshire Local Councils Association, parish and town councils in the borough, the Members of Parliament and the Members of the European Parliament for the Yorkshire & Humber region, and the headquarters of the main political parties. We placed a notice in the local press, issued a press release and invited the Borough Council to publicise the review further. The closing date for receipt of representations, the end of Stage One, was 8 February 1999. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

12 Stage Three began on 25 May 1999 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Scarborough in North Yorkshire*, and ended on 19 July 1999. Comments were sought on our preliminary conclusions. Finally, during Stage Four we reconsidered our draft recommendations in the light of the Stage Three consultation and now publish our final recommendations.

2. CURRENT ELECTORAL ARRANGEMENTS

13 The borough of Scarborough covers the eastern coastal area of North Yorkshire. It is bounded by Redcar & Cleveland Unitary Authority and Hambleton to the north, by Ryedale to the west and the East Riding of Yorkshire Unitary Authority to the south, while the North Sea abuts the exposed headlands and beaches to the east. The borough covers an area of 81,678 hectares, with 51,800 hectares lying within the North York Moors National Park, and there is a population density of 1.3 person per hectare. The main centres of population within the borough are the seaside towns of Scarborough, Whitby and Filey, consisting of large numbers of second homes and accommodation purely for the holiday sector. Over half the borough's total population resides in Scarborough, which consists of an industrial belt to the south and extensive residential areas. Whitby is a distinct self-contained settlement, surrounded by the North York Moors, while Filey has a high proportion of retired people and holiday homes. The traditional economic industries of agriculture and fishing are both in decline, resulting in a greater reliance on tourism as the area's main source of income.

14 Other than the town of Scarborough, the borough is entirely parished. There are 52 parishes, although 19 have been combined to form six Parish Council Groups, due to the small number of electors within each individual parish. Two of the parishes, Whitby and Filey, have town councils.

15 To compare levels of electoral inequality between wards, we calculated the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the borough average in percentage terms. In the text which follows, this calculation may also be described using the shorthand term 'electoral variance'.

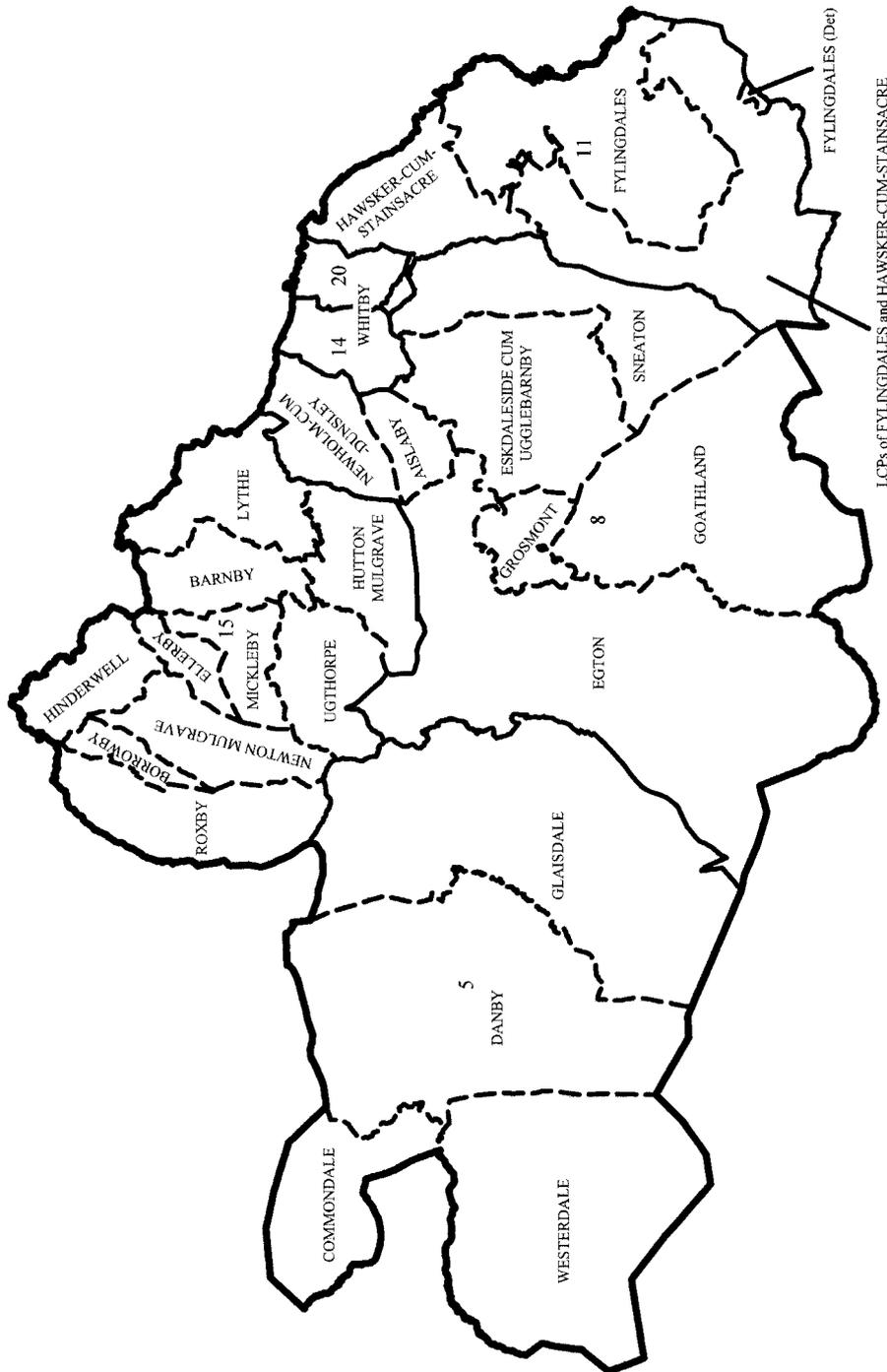
16 The electorate of the borough is 86,778 (February 1998). The Council presently has 49 members who are elected from 22 wards, 10 of which are in the towns of Scarborough, Whitby and Filey. The Council comprises 10 three-member

wards, seven two-member wards and five single-member wards. The whole Council is elected together every four years.

17 Since the last electoral review there has been an increase in the electorate in Scarborough borough, with around 11 per cent more electors than two decades ago as a result of new housing developments. The most notable increases have been in the suburban areas of Seamer, Derwent and Scalby with the electorate of Scarborough town having changed very little over the past decade.

18 At present, each councillor represents an average of 1,771 electors, which the Borough Council forecasts will increase to 1,811 by the year 2003 if the present number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in 12 of the 22 wards varies by more than 10 per cent from the borough average and two wards vary by more than 20 per cent. The worst imbalance is in Danby ward, where the councillor represents 27 per cent more electors than the borough average.

Map 1:
Existing Wards in Scarborough



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Map 1 (continued):
Existing Wards in Scarborough

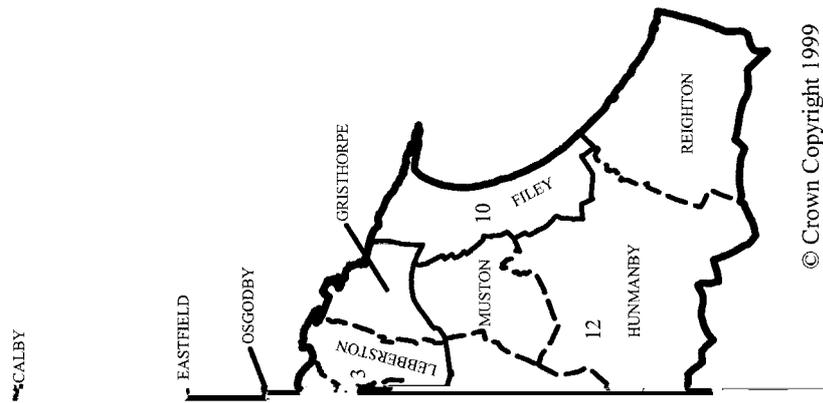


Figure 3:
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Ayton	1	2,037	2,037	15	2,048	2,048	13
2 Castle (in Scarborough)	3	4,681	1,560	-12	4,843	1,614	-11
3 Cayton	2	3,566	1,783	1	3,632	1,816	0
4 Central (in Scarborough)	3	4,253	1,418	-20	4,277	1,426	-21
5 Danby	1	2,255	2,255	27	2,259	2,259	25
6 Derwent	1	1,997	1,997	13	2,006	2,006	11
7 Eastfield	3	4,644	1,548	-13	5,221	1,740	-4
8 Eskdaleside	2	3,571	1,786	1	3,612	1,806	0
9 Falsgrave (in Scarborough)	3	5,086	1,695	-4	5,189	1,730	-4
10 Filey	3	5,751	1,917	8	6,112	2,037	13
11 Fylingdales	1	1,857	1,857	5	1,857	1,857	3
12 Hertford	2	3,625	1,813	2	3,663	1,832	1
13 Lindhead	1	1,979	1,979	12	2,021	2,021	12
14 Mayfield (in Whitby)	3	5,955	1,985	12	6,084	2,028	12
15 Mulgrave	2	2,877	1,439	-19	2,881	1,441	-20
16 Newby	2	3,505	1,753	-1	3,542	1,771	-2
17 Northstead (in Scarborough)	3	4,934	1,645	-7	4,948	1,649	-9
18 Scalby	2	4,443	2,222	25	4,461	2,231	23
19 Seamer	2	3,175	1,588	-10	3,320	1,660	-8
20 Streonshalh (in Whitby)	3	5,043	1,681	-5	5,123	1,708	-6
21 Weaponness (in Scarborough)	3	6,281	2,094	18	6,335	2,112	17

Figure 3 (continued):
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
22 Woodlands (in Scarborough)	3	5,263	1,754	-1	5,302	1,767	-2
Totals	49	86,778	—	—	88,736	—	—
Averages	—	—	1,771	—	—	1,811	—

Source: Electorate figures are based on information provided by Scarborough Borough Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. For example, in 1998, electors in Central ward were relatively over-represented by 20 per cent, while electors in Danby ward were relatively under-represented by 27 per cent. Figures have been rounded to the nearest whole number.

3. DRAFT RECOMMENDATIONS

19 During Stage One we received 16 representations, including a borough-wide scheme from Scarborough Borough Council, and representations from 12 parish and town councils and one Tenants' and Residents' Association. In the light of these representations and evidence available to us, we reached preliminary conclusions which were set out in our report, *Draft Recommendations on the Future Electoral Arrangements for Scarborough in North Yorkshire*.

20 Our draft recommendations were largely based on the Borough Council's proposals, which achieved some improvement in electoral equality, and provided a pattern of two-member wards in Scarborough and Whitby, and a mixed pattern of single- and multi-member wards in the rest of the borough. However, we moved away from the Borough Council's scheme in a number of areas, making minor amendments in Scarborough and Whitby, and adding some of our own proposals for central areas. We proposed that:

- (a) the Borough Council's proposals for Filey, Derwent Valley and Mulgrave wards should be adopted;
- (b) minor boundary modifications should be made to the proposals put forward by the Borough Council for Scarborough and Whitby;
- (c) a three-member Newby ward and a two-member Scalby, Hackness & Staintondale ward should be created;
- (d) five single-member rural wards for Danby, Esk Valley, Eskdaleside, Lindhead and Fylingdales should be created;
- (e) there should be no change to the wards of Cayton, Seamer and Fylingdales.

21 Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in 24 of the 26 wards varying by no more than 10 per cent from the borough average, and only one ward varying by more than 20 per cent. This level of electoral equality was forecast to improve further, with 24 of the 26 wards varying by no more than 10 per cent from the average in 2003, and no wards varying by more than 20 per cent.

Draft Recommendation

Scarborough Borough Council should comprise 50 councillors serving 26 wards. Whole-council elections should continue to be held every four years.

4. RESPONSES TO CONSULTATION

22 During the consultation on our draft recommendations report, 22 representations were received. A list of all respondents is available on request from the Commission. All representations may be inspected at the offices of Scarborough Borough Council and the Commission.

Scarborough Borough Council

23 The Borough Council accepted the Commission's draft recommendations in all but two areas. It proposed that the boundary between the parish wards of Glaisdale and Lealholm should follow the existing polling district boundary, thereby uniting all the properties in Fryup Dale within Danby ward. It stated that this uses a recognisable boundary, and enjoys the support of the two parish councils involved and of the present borough and county councillors for the area. It also proposed that the supermarket development in our proposed Stepney ward be transferred to Central ward in order to retain the Gladstone and Falsgrave Recreation Centre within its principal catchment area.

North Yorkshire County Council

24 North Yorkshire County Council opposed our draft recommendations for all seven North Yorkshire districts, stating that these were likely to "lead to a significant reduction in the existing level of coterminosity ... between district wards and county electoral divisions". It argued that a high degree of coterminosity between county divisions and district ward boundaries is required to secure convenient and effective local government and to reflect the identities and interests of local communities, and stated that "the review of electoral arrangements in each district has been carried out as a self-contained exercise, without regard for its implications for the electoral arrangements for the County Council".

25 It proposed that Stage One should have been extended to allow district and county reviews to run concurrently, allowing the Commission to

proceed with preparation, publication and consultation on draft recommendations for district warding arrangements knowing what the views of the County Council and other interested parties were on future county electoral division arrangements.

Scarborough & Whitby Constituency Labour Party

26 Scarborough & Whitby Constituency Labour Party supported our draft recommendations for the borough in full. Scarborough & Whitby Constituency Labour Party East Branch, which represents the wards around the town centre of Scarborough, supported the proposed wards of Weaponness South, Weaponness North and Castle. However, it proposed a minor boundary amendment between Central and Falsgrave ward, proposing that the boundary run through the middle of the community and sports centre to "reflect the sharing of these facilities by the residents of both wards".

Parish and Town Councils

27 At Stage Three we received responses from 12 parish and town councils. Filey Town Council opposed our draft recommendation to create a new Primrose Valley parish ward. It stated that dividing the parish would "not reflect the identity of the local community and ... not secure effective and convenient local government" and that "to split a parish community into two separate borough warded areas would only serve to confuse and segregate residents". It alternatively proposed that the whole of Filey parish be retained as a single town council ward and represented by four borough councillors, based on its projected electorate figures.

28 Goathland Parish Council supported our recommendations for five single-member rural wards for Danby, Esk Valley, Eskdaleside, Lindhead and Fylingdales and our proposal to retain whole-council elections. Cloughton Parish Council approved our recommendations regarding the proposed Lindhead ward. Folkton Parish Council stated that they were "totally in agreement"

regarding our proposal to retain Folkton parish within Hertford ward. Hawsker-cum-Stainsacre Parish Council supported our proposal to retain the existing single-member Fylingdales ward, and Aislaby Parish Council approved our proposed Mulgrave ward. Osgodby Parish Council stated that the only comment it wished to make regarding our draft recommendations was that it considered that the Borough Council elections should continue to be held at four-yearly intervals.

29 Eskdaleside-cum-Ugglebarnby Parish Council opposed our proposal to create a new Briggswath parish ward and transfer it to a revised Mulgrave ward, stating that “putting Briggswath as an outcrop to a rag-tag collection of small, individual villages just for the sake of a nice, round figure on electoral papers is indefensible”. It argued that our proposal to divide Eskdaleside-cum-Ugglebarnby parish would breach community ties and links, and that it received no support from the parish council. Hackness & Harwood Dale Group Parish Council welcomed the proposal retaining the whole parish council area within a single ward. However, it argued that the rural parishes making up the Hackness & Harwood Dale Group do not share identities or interests with the more urban Newby or Scalby parishes. It proposed no change to the current arrangements, stating a preference to remain with other parishes that lie within the North York Moors National Park, or alternatively be combined with our proposed Derwent Valley ward.

30 Glaisdale and Danby Group parish councils both supported our draft recommendations dividing Glaisdale parish between Danby and Esk Valley wards, but put forward slight amendments to our proposed boundary in order to unite the community of Fryup Dale within a single ward. Glaisdale Parish Council also proposed a redistribution of parish councillors; four representing Glaisdale parish ward and three representing Lealholm parish ward. Newby & Scalby Parish Council supported the proposals in relation to their area.

Other Representations

31 A further six representations were received in response to our draft recommendations. Councillor Haigh, who represents the Castle County Division, echoed the views put forward by the County Council, stating that “the Commission ... should ... reject its Scarborough draft plan until a new review

of the district has been completed which can meet two-tier requirements”.

32 Councillor Watson, borough councillor for Newby ward, supported our draft recommendations for Newby and Scalby parishes. He stated that while the Commission’s proposed Scalby, Hackness and Staintondale ward “may perhaps not at first sight seem to be ideal”, it would combine areas that are more rural than urban, that there are strong community links between Scalby and Hackness & Harwood Dale and there are good road communications between the three areas. He supported our proposed three-member Newby ward, stating that it would have a “strong community identity with a similar mix of population”. He also supported maintaining the present cycle of whole-council elections. Councillor Martin, also a borough councillor for Newby ward, supported our proposals for a new three-member Newby ward, although he proposed two minor boundary amendments to the north of the ward which he argued would improve electoral equality and the geographical spread of the proposed wards. Newby & Scalby Tenants’ & Residents’ Association agreed that the “urban communities of Newby should be made a three-member ward and that the urban/rural mix for Scalby [was] more suited to its identity”.

33 One resident supported our proposed Lindhead ward, expressing relief that the surrounding villages would not be linked with Newby. Another resident suggested that our proposed Weaponness North ward be renamed Ramshill ward, as she argued that this would better describe the area contained within this ward.

5. ANALYSIS AND FINAL RECOMMENDATIONS

34 As described earlier, our prime objective in considering the most appropriate electoral arrangements for Scarborough is to achieve electoral equality. In doing so we have regard to the statutory criteria set out in the Local Government Act 1992 – the need to secure effective and convenient local government, and reflect the interests and identities of local communities – and Schedule 11 to the Local Government Act 1972, which refers to the number of electors being “as nearly as may be, the same in every ward of the district or borough”.

35 In relation to Schedule 11, our recommendations are not intended to be based solely on existing electorate figures, but also on assumptions as to changes in the number and distribution of local government electors likely to take place within the ensuing five years. We must have regard to the desirability of fixing identifiable boundaries and to maintaining local ties which might otherwise be broken.

36 It is therefore impractical to design an electoral scheme which provides for exactly the same number of electors per councillor in every ward of an authority. There must be a degree of flexibility. However, our approach, in the context of the statutory criteria, is that such flexibility must be kept to a minimum.

37 Our *Guidance* states that, while we accept that the achievement of absolute electoral equality for the authority as a whole is likely to be unattainable, we consider that, if electoral imbalances are to be kept to the minimum, such an objective should be the starting point in any review. We therefore strongly recommend that, in formulating electoral schemes, local authorities and other interested parties should start from the standpoint of absolute electoral equality and only then make adjustments to reflect relevant factors, such as community identity. Regard must also be had to five-year forecasts of change in electorates. We will require particular justification for schemes which result in, or retain, an imbalance of over 10 per cent in any ward. Any imbalances of 20 per cent and over

should arise only in the most exceptional of circumstances, and will require the strongest justification.

Electorate Forecasts

38 At Stage One the Borough Council submitted electorate forecasts for the year 2003, projecting an increase in the electorate of 2 per cent from 86,778 to 88,736 over the five-year period from 1998 to 2003, with most of the growth in the suburban areas surrounding Scarborough and Whitby. The Council estimated rates and locations of housing development with regard to structure and local plans, and the expected rate of building over the five-year period and assumed occupancy rates.

39 At Stage One there was some disagreement over the proposed figures, with Filey Town Council forecasting a greater increase in the electorate for Filey, based on housing development proposals in the Local Plan. However, the Borough Council officers confirmed that their forecast electorates represented the best estimates that were available on the basis of the County Council’s population forecasts and known development plans. In our draft recommendations report we accepted that this is an inexact science and, having given consideration to the forecast electorates, we were satisfied that they represented the best estimates that could reasonably be made at the time.

40 At Stage Three Filey Town Council once again argued that there would be a larger increase over the next five years than predicted by the Borough Council, based on the increase in electorate resulting from the Pastures housing development. However, the Borough Council has confirmed that while there was a significant increase in electorate for this development over the previous two years, the overall electorate for Filey decreased by nearly 100 for the same period. The Borough Council confirmed that since 1992 approximately 250 houses have been built, but that the electorate for Filey has declined, due to the large number of properties being used as second or holiday homes. We therefore remain satisfied that the forecast

electorate figures provided by the Borough Council at Stage One represent the best estimates presently available.

Council Size

41 As already explained, the Commission's starting point is to assume that the current council size facilitates effective and convenient local government.

42 Scarborough Borough Council presently has 49 councillors. At Stage One the Borough Council proposed an increase in council size from 49 to 50. At Stage Three we received no further comments on council size and we remain content that the statutory criteria and the achievement of electoral equality would best be met by a council of 50 members.

Electoral Arrangements

43 As set out in our draft recommendations report, we considered carefully all the representations received at Stage One, including the borough-wide scheme from the Borough Council. Its proposals built on the current arrangements for the borough, with changes to improve electoral equality. The Council also put forward a significant increase in the number of two-member wards both in the rural part of the borough and in the towns of Scarborough and Whitby. In view of the thorough consultation exercise undertaken by the Borough Council on its scheme, and the resulting levels of electoral equality, we concluded that we should base our recommendations on its proposals. However, we considered that further improvement to electoral equality and to effective and convenient local government would be attained in certain areas by redrawing ward boundaries in two of the towns and retaining a number of single-member wards in some of the more rural areas.

44 At Stage Three North Yorkshire County Council opposed the draft recommendations. It stated that "more satisfactory and enduring electoral arrangements for all the local authorities in the county could have been achieved if the implications for the review of County Electoral Divisions had been clearly recognised and addressed during the earlier stages in the reviews of the district electoral arrangements". This view was also shared by Councillor Haigh, County

Councillor for Castle division, who stated that the Commission should "reject its Scarborough draft plan until a new review of the district has been completed which can meet two-tier requirements".

45 This is an issue which has arisen in a number of review areas. It is indicative of the tensions which can arise between the achievement of electoral equality within the individual districts of a county, each of whose electoral arrangements can vary significantly in terms of councillor:elector ratios and ward sizes, and across county council electoral divisions, while also seeking some measure of coterminosity between the two. These tensions are not readily reconciled.

46 In certain cases, it has been put to us that in reviewing district electoral arrangements we should prescribe ward patterns and sizes that would be compatible with county council divisions. We do not believe this to be a viable approach. As a Commission, we rely heavily on local authorities and others to put proposals to us on how the electoral arrangements within their individual areas might be improved. We believe that the interests of local democracy are best served by basing our recommendations on schemes which are generated locally, address the statutory criteria, and achieve a high level of electoral equality.

47 Nevertheless, we recognise that coterminosity between county divisions and district wards is capable of being conducive to effective and convenient local government, and we place a high value on its achievement as part of our reviews of County Council electoral arrangements.

48 We have reviewed our draft recommendations in the light of further evidence and the representations received during Stage Three. For borough warding purposes, the following areas, based on existing wards, are considered in turn:

- (a) Scarborough (six wards);
- (b) Whitby (two wards);
- (c) Filey;
- (d) Ayton, Cayton, Derwent, Eastfield, Hertford and Seamer wards;
- (e) Lindhead, Newby and Scalby wards;
- (f) Danby, Eskdaleside, Fylingdales and Mulgrave wards.

49 Details of our draft recommendations are set out in Figures 1 and 2, and illustrated on Map 2, in Appendix A and on the large map inserted at the back of this report.

Scarborough (six wards)

50 Scarborough is the main town and administrative centre of the borough. It is best known as a seaside resort, and the seafront is dominated by tourist activity. The town currently comprises six wards, each represented by three councillors. Castle, Central, Falsgrave, Northstead and Woodlands wards currently have 12 per cent, 20 per cent, 4 per cent, 7 per cent and 1 per cent fewer electors per councillor than the borough average. Weaponness ward, however, has 18 per cent more electors per councillor than the borough average. On the basis of a council size of 50, the town of Scarborough remains entitled to 18 councillors.

51 The Borough Council proposed the creation of nine wards for this area, each represented by two councillors, modifying the boundaries of all six existing wards. In the north of the town it proposed a minor boundary amendment to Castle ward. It proposed that the area to the north of Castle Road and east of North Marine Road be combined with the southern part of Northstead ward to create a new Scarborough North Bay ward. The scheme elongated Northstead ward to the south, incorporating the western part of the existing Central ward. The revised Central ward would comprise the area to the west of Castle ward, less the area being transferred to Northstead ward, and the area which would be transferred to the new Stepney ward. In the south it proposed dividing the existing Weaponness ward into two wards, Weaponness North and Weaponness South, with the boundary running along the back of the houses to the north of Queen Margaret's Road and Esplanade Road. Weaponness South ward would also incorporate the Filey Road area from Eastfield ward. In the west, Falsgrave ward would remain largely unchanged under the Council's scheme. It proposed that the area to the north of Derwent Avenue and Valley Road be combined with the area to the east of Stepney Drive and Woodland Ravine in Woodlands ward to form a new Stepney ward. The remaining area, to the west of Stepney Hill, Stepney Drive and Woodland Ravine would form a revised Woodlands ward. No other representations were received for Scarborough town.

52 We were content to endorse the Council's proposal for a two-member ward structure throughout the town and for the detailed warding proposals for the west and south of the town. We considered that the Council's proposals for Castle, Falsgrave, Weaponness North, Weaponness South and Woodlands wards provided an improved level of electoral equality and reflected community ties in the town. However, we considered that modifications should be made to better reflect community ties in Central, Stepney, North Bay and Northstead wards. We proposed creating a North Bay ward, east of and including Burniston Road and Columbus Ravine, incorporating the North Bay area within a single ward. We proposed that the remainder of Northstead ward be combined with the northern part of Central ward (to the north of Prospect Road) to form a revised Northstead ward. We proposed that a revised Central ward be formed from the current ward, less the area forming part of Northstead ward, the properties on Castle Road to the north of Victoria Street, and the properties to the west of the disused railway line, which formed part of the new Stepney ward. The boundary between these two wards was amended to follow the more identifiable boundary to the north of the superstore on Gladstone Road. Our proposed Stepney ward differed only slightly from that proposed by the Borough Council. Under the draft recommendations no ward in the town of Scarborough would have an electoral variance of more than 4 per cent (6 per cent in 2003).

53 At Stage Three we received four responses regarding the warding arrangements for Scarborough town. The Borough Council proposed that the boundary between Central and Stepney wards should be amended to run to the south of the superstore on Gladstone Road which would not involve the transfer of any electors. It argued that this would keep the Gladstone and Falsgrave Recreation Centre in Central ward, which is its principal catchment area. Scarborough & Whitby Constituency Labour Party agreed with our draft recommendations, while Scarborough & Whitby Constituency Labour Party East Branch proposed that the supermarket development be split between Central and Stepney wards to reflect the sharing of the facilities by the residents of both wards. A resident proposed that Weaponness North ward be renamed Ramshill ward as this is the locally recognised name for the area.

54 We considered carefully the representations that we received at Stage Three and have decided largely to confirm our draft recommendations. However, we consider that the slight boundary amendment between Central and Stepney wards put forward by the Borough Council should be adopted as part of our final recommendations to improve community links and identities while providing a more easily identifiable boundary than that proposed by the Scarborough & Whitby Constituency Labour Party East Branch. We are also content that our proposed Weaponness North ward should be renamed Ramshill ward, providing a more easily identifiable ward name for the area and that, as a result, our proposed Weaponness South ward be renamed Weaponness ward. We also propose redrawing the boundary between Falsgrave and Woodlands wards to produce a more easily identifiable boundary along the centre of Stepney Road, as proposed by the Borough Council at Stage One. Our final recommendations would result in no ward having an electoral variance of more than 3 per cent now and 4 per cent in 2003.

Whitby (two wards)

55 The historic market town of Whitby acts as a focus for the northern half of the borough, and is currently divided between two three-member wards, Mayfield and Streonshalh. Currently, while the westernmost of the two wards, Mayfield, has 12 per cent more electors per councillor than the borough average, the ward covering the east of the town, Streonshalh, has 5 per cent fewer electors per councillor than the borough average.

56 The Borough Council proposed that the town of Whitby be divided into three wards, each represented by two councillors. It proposed creating a new Whitby West Cliff ward, combining the part of Mayfield ward to the north of Stakesby Road and east of the disused railway line, together with the western part of Streonshalh ward to the west of the Magistrates Court, the hospital and the River Esk. The Borough Council argued that this warding arrangement would keep Streonshalh ward mainly residential in nature, Mayfield ward would be suburban in nature, while Whitby West Cliff ward would include the main commercial and retail part of the town and retain the “whole of the coast west of the Esk ... in one ward”. The Borough Council also proposed modifications to the Town Council’s warding arrangements in order to facilitate its changes to borough wards. These entailed modifying the boundaries of the existing

Stakesby and Whitby West Cliff parish wards and the division of the current Town parish ward into two new parish wards. No other representations were received for Whitby.

57 We considered the Borough Council’s proposals for Whitby and were content to put them forward as our draft recommendations subject to two minor amendments. In order to provide a more even distribution of electors throughout the three wards, we proposed that a smaller area to the west of the River Esk be included in the proposed Streonshalh ward. We proposed that the northern boundary of Whitby West Cliff ward should run along Prospect Hill, Waterstead Lane, to the rear of properties on Meadowfields and the centre of Lyndhurst Close. We proposed retaining all the properties on Stakesby Road and on adjoining roads in Mayfield ward, with the resulting boundary between Mayfield and Whitby West Cliff wards running to the rear of properties on Stakesby Road, East Way and The Garth and the centre of White Leys Road, and to the rear of properties on Love Lane before rejoining the existing boundary of the disused railway line.

58 At Stage Three the Borough Council confirmed that it was content with our draft recommendations. We received no comments regarding our draft recommendations for Whitby and are therefore content to confirm our proposed North Bay, Northstead and Streonshalh wards as final. This would result in the number of electors per councillor being equal to, 4 per cent fewer and 8 per cent more than the borough average respectively (1 per cent and 6 per cent fewer and 7 per cent more in 2003).

Filey

59 Filey is the southernmost of the three towns in the borough. Currently, the town is represented by three councillors, and has 8 per cent more electors per councillor than the borough average. Some growth is expected in the town over the next five years, with the result that under the current arrangements each councillor would represent 13 per cent more electors than the borough average by 2003. The proposed increase in council size from 49 to 50 would further exacerbate the level of imbalance to 15 per cent.

60 The Borough Council proposed addressing the level of electoral inequality in the town by incorporating the Primrose Valley area, to the

south of the town, in an amended Hertford ward with the neighbouring rural parishes to its west. It argued that “the division does not separate any part of the recognised town area but does recognise that the communities of Airy Hill, Hunmanby Gap, Primrose Valley and Royal Oak are distinctly separate, being located at the southern end of the parish”. Further, the Council considered that such a change would enable the provision of better polling station arrangements for residents of the Primrose Valley by providing facilities in the area: currently, residents have to travel up to six miles to vote in Filey. The revised Filey ward, coterminous with the proposed Filey parish ward and covering the town of Filey, would be represented by three councillors. Filey Town Council objected to the Borough Council’s proposal to divide Filey parish between borough wards. It considered that “the parish identity should be retained as a whole” and put forward alternative projected electorate figures for Filey, stating that the electorate could increase by over 1,000 in the next five years.

61 In our draft recommendations we put forward the Borough Council’s proposals to ward the Primrose Valley area of Filey parish, and combine it with Hertford ward. While we recognised the objections put forward to us by Filey Town Council in respect of warding Filey town, Filey ward would have an electoral variance of over 10 per cent, on the basis of its current boundaries, if represented by three councillors. We sought clarification on electorate forecasts for Filey, and were content that the Borough Council had provided a realistic assessment of growth patterns. Additionally, our *Guidance* states that “we believe that the number of councillors should not exceed three” as “numbers in excess of three could result in an unacceptable dilution of accountability to the electorate”. Having visited the area we considered that Primrose Valley is a distinct part of the parish which is relatively isolated from the main town of Filey. We considered that the creation of a ward for the area would result in more effective and convenient local government by providing more easily accessible polling facilities for the residents of Primrose Valley, while also combining it with the similar areas to its west.

62 At Stage Three the Borough Council supported our draft recommendations for Filey. Filey Town Council opposed our draft recommendations, stating that splitting Filey parish between two borough wards would confuse and segregate electors, would not reflect the identity of the local

community or secure effective and convenient local government. Again, as at Stage One, it queried the projected electorate figures supplied by the Borough Council, arguing for a higher figure based on electorate growth rates in other developments within the town, and proposed four members for the town at borough level as either a single ward or two two-member wards.

63 We have given careful consideration to the evidence and representations received at Stage Three. The Borough Council once again confirmed that the projected electorate figures were based on the town as a whole, rather than specific developments, and we are convinced that the figures represent the best estimate for the town currently available. Given both the current and projected electorate figures for Filey, we consider that the level of electoral inequality resulting from creating two two-member wards is unwarranted given the improved level of electoral equality resulting from our draft recommendations. We remain of the opinion that the creation of a four-member ward is not a viable alternative. In the absence of an alternative warding pattern that would provide similar levels of electoral equality while having regard to the statutory criteria, we propose confirming our draft recommendations as final, resulting in the three-member Filey ward having 5 per cent more electors than the borough average now and 10 per cent by 2003.

Ayton, Cayton, Derwent, Eastfield, Hertford and Seamer wards

64 These six wards lie to the south of the borough. Two of the wards, Cayton and Hertford, currently provide a reasonable level of electoral equality with 1 per cent and 2 per cent more electors than the borough average respectively. However, the other four wards have more significant levels of electoral inequality. Ayton and Derwent wards have 15 per cent and 13 per cent more electors per councillor than the borough average respectively, while Eastfield and Seamer wards have 13 per cent and 10 per cent fewer than the average respectively. Eastfield is currently represented by three councillors, Seamer, Cayton and Hertford wards are each represented by two councillors and Ayton and Derwent wards are each represented by a single councillor.

65 The Borough Council proposed changes to all of the wards in this area with the exception of Cayton ward, which it argued should remain

unchanged as its constituent villages share a common identity. The Borough Council proposed that the current Hertford ward should continue to be represented by two councillors and should include the proposed Primrose Valley parish ward of Filey. In order to improve electoral equality, it proposed transferring Folkton parish from Hertford ward to Seamer ward. It proposed that Eastfield ward be revised so that the borough ward boundary would be coterminous with the newly created parish boundary and should continue to be represented by three councillors. The Borough Council argued that “the area is to be extensively developed over the next 10 years and the high variances in electoral ratios will reduce over this period as the development progresses”. The Borough Council also proposed that the southernmost part of Derwent ward be combined with Ayton ward to form a two-member Derwent Valley ward. It stated that “all six parishes are similar in geography and all straddle the A170 Pickering Road”. It proposed that the remainder of the current Derwent ward, the Hackness & Harwood Dale grouped parish area, be combined with parts of the existing Lindhead, Newby and Scalby wards. We received three further representations during Stage One regarding this area. West Ayton Parish Council supported the Borough Council’s proposals while Hutton Buscel Parish Council requested no change to the present arrangements. Folkton Parish Council opposed the transfer of the parish from Hertford ward to Seamer ward as “the parish of Folkton is a wholly rural community historically linked to the East Riding of the County of Yorkshire” and the “urban workforce [of Seamer has] little in common with [its] isolated agricultural community”.

⁶⁶ In our draft recommendations we were content to put forward the Borough Council’s proposal to retain the current ward of Cayton. We also proposed adopting the Borough Council’s scheme for Eastfield ward as we considered that the strong community ties within Eastfield, reflected in the recent creation of a parish, support a borough ward coterminous with the parish. We also note that electoral equality is projected to improve from 21 per cent now to 12 per cent fewer electors than the borough average in 2003, with further growth expected beyond five years. In relation to Derwent ward, we adopted the Council’s proposals, including renaming it Derwent Valley ward, given the resulting electoral equality and the degree of local support that they command. However, we

proposed one amendment in relation to Hertford and Seamer wards. We considered that Folkton parish has close community links with other parishes in Hertford ward and that the River Hertford provides a good boundary which separates Folkton parish from Seamer ward. We therefore proposed in our draft recommendations that Folkton parish remain within Hertford ward.

⁶⁷ At Stage Three the Borough Council supported our draft recommendations. We received two other representations regarding our proposals for these wards. Folkton Parish Council supported our proposal for retaining Folkton parish within a revised Hertford ward. Hackness & Harwood Dale Group Parish Council welcomed the fact that we did not split the parishes between wards in our draft recommendations, but opposed our proposal to combine them in a ward with parts of the existing Newby, Scalby and Lindhead wards. It expressed a preference to remain in the existing single-member Derwent ward, or be attached to our proposed Derwent Valley ward, as it stated that councillors from Newby and Scalby would have limited interest in the concerns of rural parishes.

⁶⁸ We have carefully considered the representations received during the consultation period. While we have a degree of sympathy with the arguments put forward by Hackness & Harwood Dale Group Parish Council, we are not persuaded to modify our draft recommendations in this area. Retaining the Hackness & Harwood Dale Group in its current ward would provide significantly poorer electoral equality than that provided by our draft recommendations, and we consider that a high degree of under-representation in a large rural area would detrimentally affect the provision of effective and convenient local government. As we have not been persuaded that we should move away from our draft recommendations, we are confirming them as final. Our final recommendations would result in Cayton, Derwent Valley and Hertford wards having 3 per cent, 6 per cent and 12 per cent more electors than the borough average now (2 per cent, 4 per cent and 11 per cent in 2003), while Eastfield and Seamer wards would have 21 per cent and 9 per cent fewer (12 per cent and 6 per cent in 2003).

Lindhead, Newby and Scalby wards

⁶⁹ These three wards all lie to the north of Scarborough. Scalby and Newby wards are

currently represented by two councillors each, and have electoral variances of 25 per cent and 1 per cent respectively. Lindhead ward (comprising the parishes of Staintondale, Cloughton and Burniston) is represented by one councillor and has an electoral variance of 12 per cent.

70 At Stage One the Borough Council proposed reconfiguring these wards to create three new wards – Newby East, Newby West & Hackness and Scalby & Burniston wards – each represented by two councillors. Its proposed Newby East ward comprised the south-eastern part of Newby and Scalby wards, while its new Newby West & Hackness ward comprised the western parts of Newby and Scalby wards, the northern part of Derwent ward (the Hackness and Harwood parish group), and Staintondale parish from Lindhead ward. The remainder of Scalby ward, to the north of the Sea Cut, would be combined with Burniston and Cloughton parishes from Lindhead ward to form a new two-member Scalby & Burniston ward. One resident opposed Staintondale parish forming part of the proposed Newby West & Hackness ward, arguing that the parish has more in common with the coastal parishes of Cloughton and Burniston with whom it currently forms a ward. Cloughton Parish Council also stated that it would be “more beneficial to have coastal parishes linked together as they have a common interest” and that the title of the parish should be reflected in any ward name. As part of the Borough Council’s own consultation exercise, representations were received from Newby & Scalby Parish Council, Staintondale Parish Council and the ward member for Lindhead, opposing the Borough Council’s proposals for this area on the grounds that they did not reflect community ties.

71 In our draft recommendations we proposed that a revised Lindhead ward be formed, combining only Cloughton and Burniston parishes, and that the ward continue to be represented by a single councillor. We proposed creating a three-member Newby ward with the boundary running along the Sea Cut, to the rear of Lawrence Grove and The Close, along Coldyhill Lane east of Fell Close and all the houses adjoining Newby Farm Road and to the east of Red Scar Lane. This would retain the majority of the urban Newby & Scalby parish within a single ward. We proposed that the northern part of this parish should then be combined with the northern part of

Derwent ward (the Harwood & Hackness Dale Parish Group) and Staintondale parish to form a two-member Scalby, Hackness and Staintondale ward. While this option would continue to combine urban and rural areas, we considered that the Scalby area is directly linked to the other communities by road and that combining urban and rural areas is the only means of avoiding significant levels of under-representation in the rural area.

72 At Stage Three we received seven submissions relating to this area, from the Borough Council, two parish councils, one residents’ association, two borough councillors and a local resident. The Borough Council confirmed that it was content with our draft recommendations. Cloughton Parish Council, Newby & Scalby Parish Council, Newby & Scalby Tenants’ & Residents’ Association, Councillor Watson and a resident all supported our proposed Lindhead, Newby and Scalby, Hackness & Staintondale wards, stating that they were preferable to the original proposals put forward by the Borough Council. Councillor Martin, councillor for Newby ward, proposed two amendments to our draft recommendations. He proposed that the existing boundary be retained between Newby and Scalby wards along Coldyhill Lane and that the Hillcrest Avenue/High Mill Drive area to the east of our proposed Newby Ward be transferred either to the proposed Scalby, Hackness & Staintondale ward or the proposed North Bay ward, as it is separated from the remainder of the proposed Newby ward by the North Cliff Golf Course.

73 In view of the representations we received during Stage Three, we are proposing to confirm our draft recommendations for these three wards as final, subject to one minor boundary amendment. We have considered Councillor Martin’s proposals. We are not proposing to transfer the Hillcrest Avenue/High Mill Drive area to North Bay ward as it forms part of Newby & Scalby parish and such a change would require creating a separate parish ward for the area. We consider that such a change, would be best considered as part of a future parish review. We have not been persuaded that this area should be transferred to our proposed Scalby, Hackness & Staintondale ward as we consider the Sea Cut to be a significant natural barrier. We are content, however, to retain the existing ward boundary along the centre of Coldyhill Lane as we

recognise that this is an established boundary and that there is little effect on electoral equality. This amendment results in the number of electors in Lindhead, Newby and Scalby, Hackness & Staintondale wards varying by 1 per cent, 3 per cent and 1 per cent from the borough average respectively (1 per cent, 4 per cent and 1 per cent in 2003).

Danby, Eskdaleside, Fylingdales and Mulgrave wards

⁷⁴ These wards are located to the north and west of the borough. Fylingdales ward (represented by one councillor and comprising the two parishes of Fylingdales and Hawsker-cum-Stainsacre), Danby ward (represented by one councillor and comprising the Danby Parish Council Group and Glaisdale parish) and Eskdaleside ward (represented by two councillors and comprising Egton, Goathland, Grosmont, Sneaton, Eskdaleside-cum-Ugglebarnby, Aislaby and Newholm-cum-Dunsley parishes) are all currently under-represented by 5 per cent, 27 per cent and 1 per cent respectively. Mulgrave ward (represented by two councillors and comprising the Mickleby, Roxby and Ugthorpe Parish Groups, and Hinderwell and Lythe parishes) is currently over-represented by 19 per cent.

⁷⁵ At Stage One the Borough Council proposed realigning the boundaries to create three two-member wards. It proposed combining the majority of Eskdaleside-cum-Ugglebarnby parish and Sneaton parish with the existing Fylingdales ward to create an enlarged Fylingdales Moor ward. Mulgrave ward would be extended southeastwards to incorporate the parishes of Newholm-cum-Dunsley, Aislaby and the Briggswath area of Eskdaleside-cum-Ugglebarnby parish. It also proposed a new Esk Valley ward to the west of the borough, comprising the current Danby ward together with the parishes of Goathland, Egton and Grosmont. Aislaby Parish Council supported the Borough Council's proposal that it form part of a revised Mulgrave ward. Eskdaleside-cum-Ugglebarnby Parish Council opposed the proposal to divide the parish and include the Briggswath area in a revised Mulgrave ward as "the residents associate themselves with [Eskdaleside-cum-Ugglebarnby] parish". Fylingdales and Hawsker-cum-Stainsacre parish councils and a local resident stated that combining two such different areas, one skirting the coast and one inland, would not reflect

community identities and links. Danby Group Parish Council and Goathland Parish Council both considered that the proposed Esk Valley ward would be too large and that we should adhere to our guidelines suggesting one member to one ward in rural areas.

⁷⁶ We considered carefully all the representations that we received at Stage One regarding these four wards. While the Borough Council's proposals provided reasonable electoral equality, we considered that alternative warding arrangements had greater regard to community identities and interests, and provided more convenient and effective local government. We concurred with the Borough Council's proposal to ward the Briggswath area of Eskdaleside-cum-Ugglebarnby ward and transfer this new parish ward to Mulgrave ward together with Aislaby and Newholm-cum-Dunsley parishes, as this provided for reasonable levels of electoral equality and the River Esk provided a readily identifiable boundary for Mulgrave ward. We proposed retaining Fylingdales ward as a single-member ward on its existing boundaries as it provided reasonable electoral equality. We proposed that the level of electoral equality for the existing single-member Danby ward be improved by transferring the village of Glaisdale to a new Esk Valley ward. Glaisdale parish would be divided into two parish wards, with the new parish and borough ward boundary running along Crunkly Gill, incorporating those houses just to the south of this brook who form part of Lealholm village, within Lealholm parish ward. We proposed that the remainder of the existing Eskdaleside ward, comprising the Eskdaleside-cum-Ugglebarnby parish ward of Eskdaleside-cum-Ugglebarnby parish and Sneaton parish, form a single-member ward.

⁷⁷ At Stage Three we received seven responses to our draft recommendations. The Borough Council proposed that the ward boundary between Danby and Esk Valley wards be amended to follow the polling district boundary between the settlements of Glaisdale and Lealholm. It argued that this would retain all the properties in Fryup Dale within Lealholm parish ward. Danby Group Parish Council and Glaisdale Parish Council also argued that the parish ward boundary between Lealholm and Glaisdale should be amended to retain all of the Fryup Dale community within a single ward. Goathland Parish Council supported our

recommendations for five single-member wards and also the retention of whole-council elections. Hawsker-cum-Stainsacre Parish Council supported our proposal to retain Fylingdales ward as a single-member ward comprising Hawsker-cum-Stainsacre and Fylingdales parishes and Aislaby Parish Council supported our proposed Mulgrave ward. Eskdaleside-cum-Ugglebarnby Parish Council opposed our proposal to divide the parish between borough wards, stating that it “impos[ed] a solution which fits neatly into a mathematical equation for [our] convenience [and] makes a mockery of [our] original statement that account would be taken of communities and their local links”.

78 We considered carefully all the representations received during Stage Three. We propose largely confirming our draft recommendations as final, in the light of the broad support that they have received. However, we are making two amendments to ensure that communities with similar interests would be retained within single wards. We are proposing to realign the boundary between our proposed Danby and Esk Valley wards to follow the polling district boundary, as illustrated on Map A5 in Appendix A, as we consider that retaining Fryup Dale within a single ward would better reflect community identity and ties. We are also proposing a two-member Esk Valley ward to replace the two single-member wards of Esk Valley and Eskdaleside and including the proposed Briggswath parish ward of Eskdaleside-cum-Ugglebarnby parish. We consider that the creation of a two-member ward covering this area would enable the retention of Eskdaleside-cum-Ugglebarnby parish in its entirety within a single ward. This would result in the number of electors per councillor in Danby, Esk Valley, Fylingdales and Mulgrave wards varying by 3 per cent, 5 per cent, 7 per cent and 5 per cent respectively from the borough average (1 per cent, 3 per cent, 5 per cent and 7 per cent in 2003).

Electoral Cycle

79 In the initial stage of the review we did not receive any proposals for change to the

Borough Council’s electoral cycle. In our draft recommendations report, therefore, we proposed that the present system of whole-council elections every four years in Scarborough be retained. We recognise that the Borough Council has considered the Government’s recent White Paper and put forward proposals which would be suitable for elections every two years. At Stage Three Osgodby Parish Council supported the retention of whole-council elections every four years. Under current legislation we cannot propose a change to elections every two years. We therefore confirm our draft recommendation for whole-council elections as final.

Conclusions

80 Having considered carefully all the representations and evidence received in response to our consultation report, we have decided substantially to endorse our draft recommendations, subject to the following five amendments:

- (a) in Scarborough town we propose minor boundary realignments between Central and Stepney wards and Woodlands and Fess Nonshaleside and inclu

Figure 4 :
Comparison of Current and Recommended Electoral Arrangements

	1998 electorate		2003 forecast electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	49	50	49	50
Number of wards	22	25	22	25
Average number of electors per councillor	1,771	1,736	1,811	1,775
Number of wards with a variance more than 10 per cent from the average	11	2	11	2
Number of wards with a variance more than 20 per cent from the average	2	1	3	0

82 Figure 4 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1998 and 2003 electorate figures.

83 As Figure 4 shows, our recommendations would result in a reduction in the number of wards with an electoral variance of more than 10 per cent from 11 to two, with only one ward varying by more than 20 per cent from the borough average. By 2003 only two wards are forecast to vary by more than 10 per cent from the average for the borough, with no ward varying by more than 20 per cent.

Final Recommendation

Scarborough Borough Council should comprise 50 councillors serving 25 wards, as detailed and named in Figures 1 and 2, and illustrated on Map 2, the maps at Appendix A and the large map in the back cover. Whole-council elections should continue to take place every four years.

Parish and Town Council Electoral Arrangements

84 In undertaking reviews of electoral arrangements, we are required to comply as far as is reasonably practicable with the provisions set out in Schedule 11 to the 1972 Act. The Schedule provides that if a parish is to be divided between different borough wards, it must also be divided into parish wards, so that each parish ward lies wholly within a single ward of the borough. Accordingly, we propose consequential warding arrangements for the parishes of Whitby, Filey, Newby & Scalby and Glaisdale to reflect the proposed borough wards.

85 In Whitby, we proposed that the town council wards be modified to reflect the proposed Borough Council wards in the town. We proposed that the town be divided between three borough wards, Mayfield, Streonshalh and Whitby West Cliff, each represented by two councillors, replacing the current pattern of two three-member wards. We proposed that the current Town town council ward be divided between two new town council wards, Town South and Town North, and that the

boundaries of Stakesby and West Cliff town council wards be amended. The revised Stakesby and Ruislip town council wards would form the revised Mayfield borough ward; Town South and Abbey town council wards would form the revised Streonshalh borough ward; and the revised West Cliff and Town North town council wards would form a new Whitby West Cliff borough ward. Our proposals reflected the Borough Council's proposal, subject to minor modifications in order to improve electoral equality. At Stage Three we received no comments regarding our proposals for Whitby and we therefore confirm our draft recommendations as final.

Final Recommendation

Whitby Town Council should comprise 19 councillors, one more than at present. The boundaries of Abbey and Ruswarp town council wards should remain unchanged, and should continue to be represented by five and two councillors respectively. The boundary between West Cliff and Stakesby town council wards should be revised to reflect the proposed boundary between Mayfield and Whitby West Cliff borough wards. Stakesby town council ward should continue to be represented by four councillors, while West Cliff town council ward should be represented by four councillors, one more than at present. The current Town ward should be divided into two new parish wards, Town South and Town North, the boundary between which should reflect the boundary between Streonshalh and Whitby West Cliff borough wards. Each of the two wards should be represented by two councillors. These proposals are illustrated on Maps A2 and A3 at Appendix A.

⁸⁶ Filey Town, since the elections this year, is served by 13 councillors and is not warded. The Borough Council argued that the communities making up the proposed Primrose Valley parish ward are distinctly separate from the town and currently do not have separate representation on Filey Town Council. It considered that the formation of a separate parish ward would also enable separate polling arrangements to be established for the area, which would facilitate more convenient and effective local government.

Filey Town Council opposed the division of the town between wards, arguing that such a proposal would be unfair to the Primrose Valley residents as it would "isolate them from the rest of the parish not only in terms of borough representation but also with County representation in due course".

⁸⁷ In order to address electoral inequality at borough ward level, we proposed dividing the town between two borough wards, as proposed by the Borough Council. We considered that the Primrose Valley area is a discrete, self-contained area which has greater similarity with the rural areas to its south than with the town to its north, and which would benefit from separate representation on the Town Council. We proposed that the Primrose Valley area form a separate parish ward represented by one town councillor. The town of Filey, less the Primrose Valley area, would continue to form a three-member Filey borough ward and would be represented by 12 town councillors.

⁸⁸ At Stage Three Filey Town Council objected to our draft recommendations. It stated that it is "totally against the warding of the parish" as "at a council meeting of 13 members, 12 would be fighting for ... Filey Town and one lone voice would be fighting for the rights of the southern area". We have taken the Town Council's views into consideration. However, we continue to consider that the electoral inequality at borough ward level needs to be addressed and, in the absence of an alternative borough warding proposal that provides an equivalent level of electoral equality, we propose confirming our draft recommendations as final. The boundary between the two parish wards is illustrated on Map A4 at Appendix A.

Final Recommendation

Filey Town Council should continue to comprise 13 parish councillors, and should be divided between two wards. Filey ward would return 12 councillors, while Primrose Valley ward would return one councillor. The boundary between the two parish wards is illustrated on Map A4 at Appendix A.

⁸⁹ Newby & Scalby parish is currently served by 13 councillors, who represent the two parish wards of Newby and Scalby. Newby parish ward currently returns six parish councillors, while Scalby parish ward returns seven parish councillors. At Stage

One we proposed that the current Newby parish ward should be made coterminous with the Newby borough ward and represented by eight parish councillors, while Scalby parish ward would be coterminous with that part of Newby & Scalby parish that falls within the new Scalby, Hackness & Staintondale borough ward and be represented by five parish councillors.

90 At Stage Three we received support for our draft recommendations from Newby & Scalby Parish Council, Newby & Scalby Tenants' & Residents' Association and Councillor Martin. We are therefore content to endorse our draft recommendations as final, with the boundaries of the parish wards being amended slightly to reflect those of the revised borough ward boundary.

Final Recommendation

Newby & Scalby Parish Council should continue to be represented by 13 councillors, representing two wards. Newby parish ward would return eight parish councillors, two more than at present, while Scalby parish ward would return five parish councillors, two fewer than at present. The boundary between the two parish wards should reflect the proposed borough ward boundary between the revised Newby ward and the new Scalby, Hackness & Staintondale wards, as illustrated on the large map at the back of the report.

91 The parish of Glaisdale is currently served by seven councillors and is not warded. In our draft recommendations we proposed dividing Glaisdale parish between two parish wards in order to facilitate the creation of two single-member wards of Danby and Esk Valley. The northern part of the parish, the proposed parish ward of Lealholm, would return two councillors and form part of the revised Danby ward. The southern part of the parish, the proposed parish ward of Glaisdale, would return five councillors and would form part of the revised Esk Valley ward.

92 At Stage Three the Borough Council, Danby Group Parish Council and Glaisdale Parish Council all proposed slight boundary amendments between our proposed parish wards. It was argued that the parish ward boundary should follow the polling district boundary in order to retain the community

of Fryup Dale within Lealholm ward. Glaisdale Parish Council proposed that the amended Lealholm parish ward should be represented by three councillors and that Glaisdale parish ward should be represented by four councillors. We were content to adopt these proposals as final as we consider that they better reflect community ties.

Final Recommendation

Glaisdale Parish Council should comprise seven councillors, as at present, representing two wards. Lealholm parish ward would return three parish councillors, while Glaisdale parish ward would return four councillors. The boundary between the two parish wards should reflect the proposed borough ward boundary between the revised Danby and new Esk Valley wards, as illustrated on Map A5 at Appendix A.

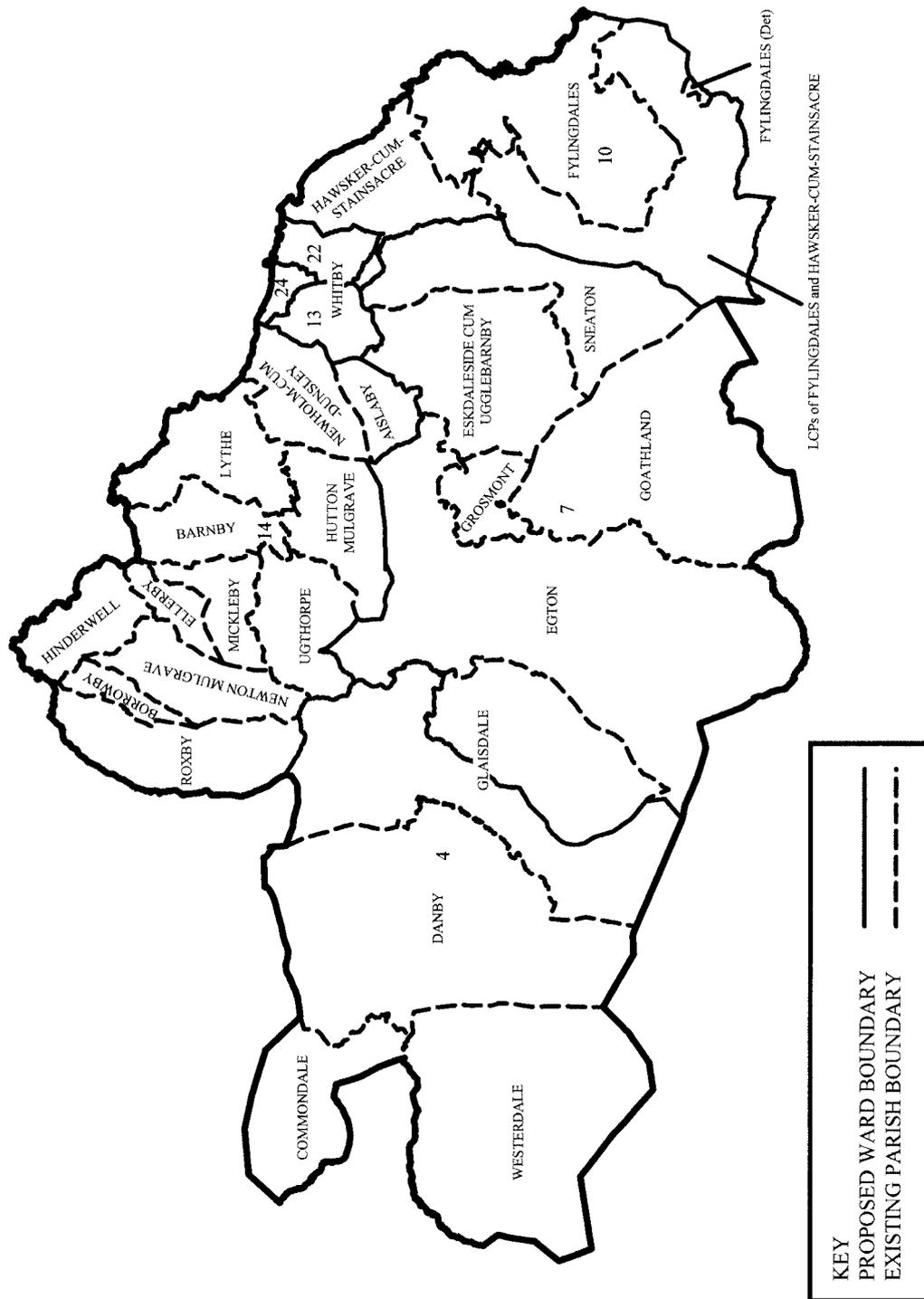
93 In our draft recommendations report we proposed no change to the electoral cycle of parish councils in the borough, and are confirming this as final.

Final Recommendation

For parish councils, whole-council elections should continue to take place every four years, on the same cycle as that of the Borough Council.

Map 2:
The Commission's Final Recommendations for Scarborough

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continued overleaf

Map 2 (continued):
The Commission's Final Recommendations for Scarborough



6. NEXT STEPS

⁹⁴ Having completed our review of electoral arrangements in Scarborough and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

⁹⁵ It now falls to the Secretary of State to decide whether to give effect to our recommendations, with or without modification, and to implement them by means of an order. Such an order will not be made earlier than six weeks from the date that our recommendations are submitted to the Secretary of State.

⁹⁶ All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

The Secretary of State
Department of the Environment,
Transport and the Regions
Local Government Sponsorship Division
Eland House
Bressenden Place
London SW1E 5DU

APPENDIX A

Final Recommendations for Scarborough: Detailed Mapping

The following maps illustrate the Commission's proposed ward boundaries for the Scarborough area.

Map A1 illustrates, in outline form, the proposed ward boundaries within the borough and indicates the areas which are shown in more detail in Maps A2 to Map A5 and the large map at the back of the report.

Map A2 illustrates the proposed ward boundary between Mayfield and Whitby West Cliff wards.

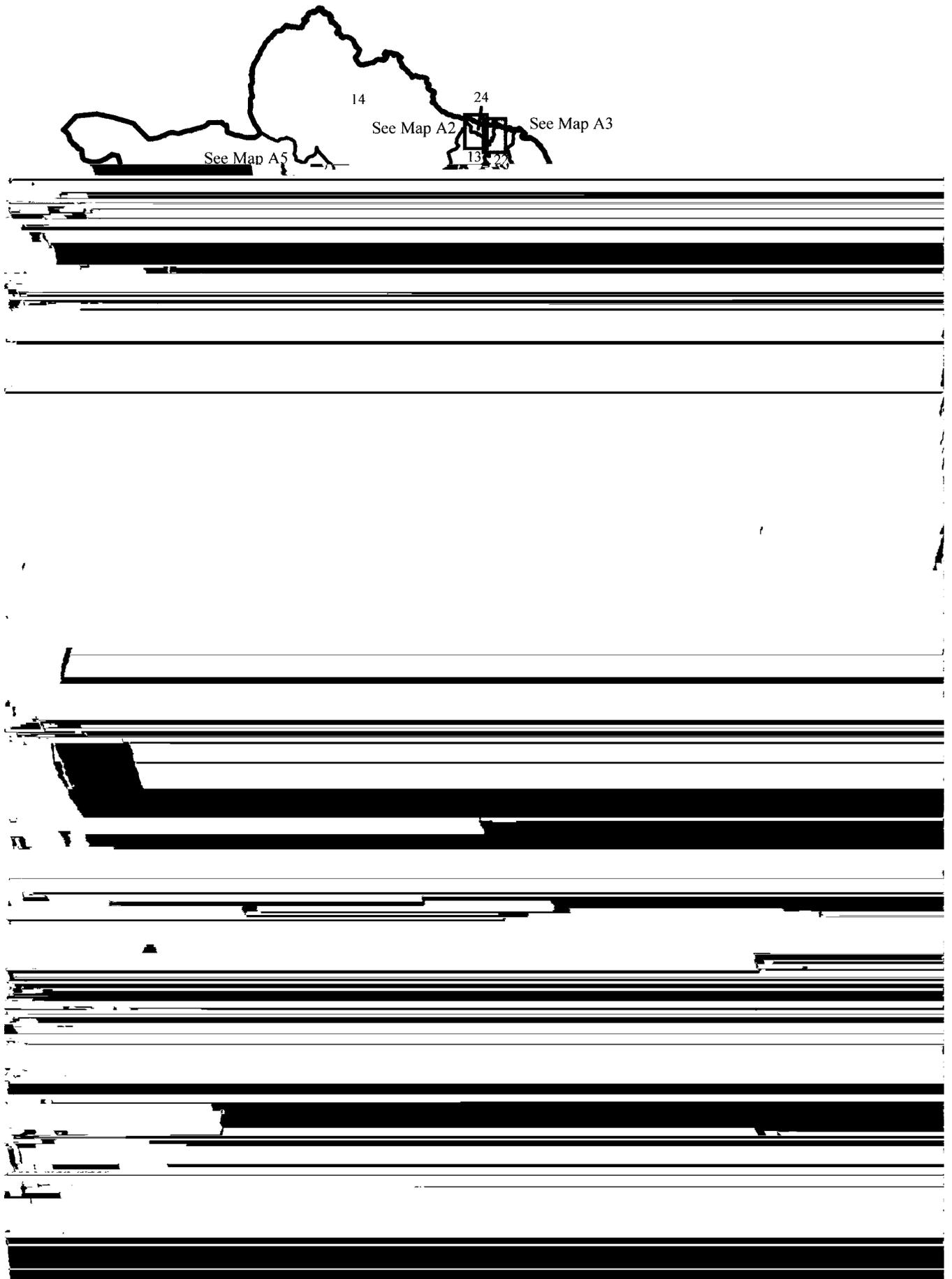
Map A3 illustrates the proposed ward boundary between Whitby West Cliff and Streonshalh wards.

Map A4 illustrates the proposed warding of Filey Town Council area.

Map A5 illustrates the proposed warding of Glaisdale parish.

The **large map** inserted at the back of the report illustrates the existing and proposed warding arrangements for the Scarborough town area.

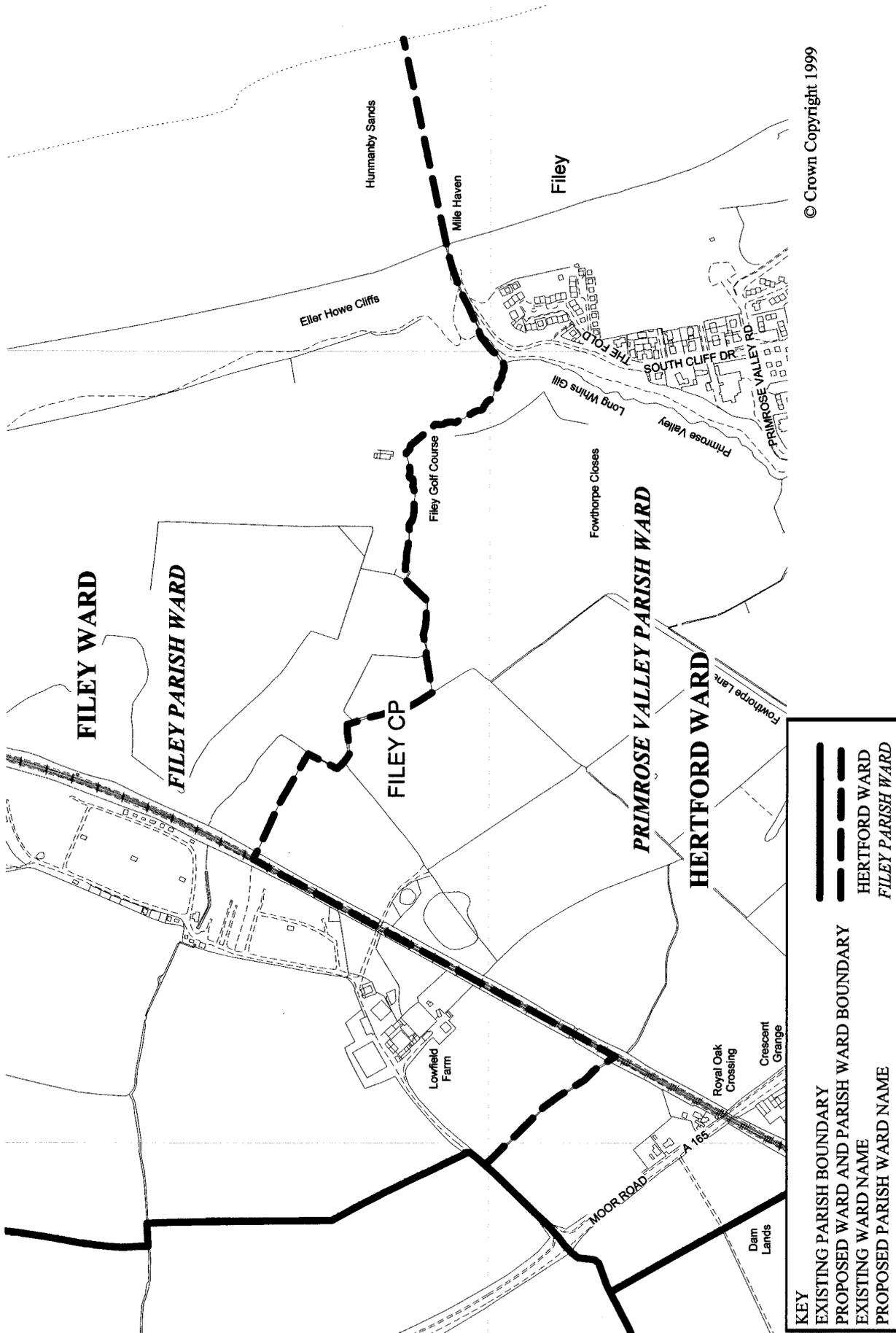
*Map A1:
Final Recommendations for Scarborough: Key Map*



Map A2:
The Proposed Ward Boundary between Mayfield and Whitby West Cliff Wards.

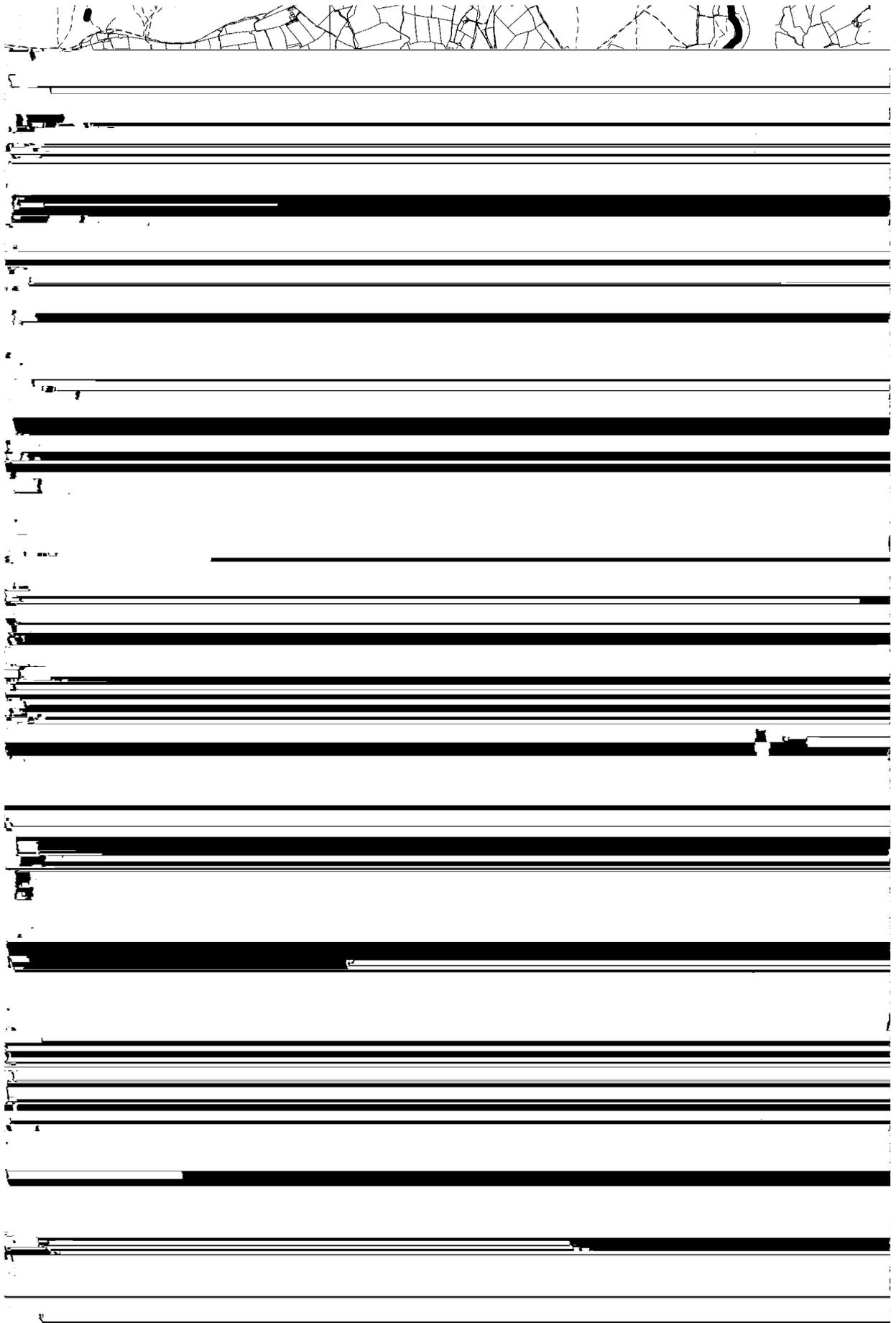


Map A4:
The Proposed Warding of Filey Town Council Area



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Map A5:
The Proposed Ward Boundaries in Glaisdale Parish



APPENDIX B

Draft Recommendations for Scarborough

Our final recommendations, detailed in Figures 1 and 2, differ from those we put forward as draft recommendations in respect of a number of wards, where our draft proposals are set out below. The only other changes from draft to final recommendations, which are not included in Figures B1 and B2, are that we propose that Weaponness North ward be renamed Ramshill ward, and Weaponness South ward be renamed Weaponness ward.

*Figure B1:
The Commission's Draft Recommendations: Constituent Areas*

Ward name councillors	Constituent areas
Central (in Scarborough)	Central ward (part)
Danby	Danby ward (part – the parishes of Commondale, Danby and Westerdale and the proposed Leaholm parish ward of Glaisdale parish)
Eskdaleside	Eskdaleside ward (part – the parish of Sneaton and the proposed Eskdaleside-cum-Ugglebarnby parish ward of Eskdaleside-cum-Ugglebarnby parish)
Esk Valley	Danby ward (part – the proposed Glaisdale parish ward of Glaisdale parish); Eskdaleside ward (part – the parishes of Egton, Goathland and Grosmont)
Mulgrave	Eskdaleside ward (part – the parishes of Aislaby and Newholm-cum-Dunsley and the proposed Briggswath ward of Eskdaleside-cum-Ugglebarnby parish); Mulgrave ward (the parishes of Barnby, Borrowby, Ellerby, Hinderwell, Hutton Lythe, Mickleby, Mulgrave, Newton Mulgrave, Roxby and Ugthorpe)
Newby	Newby ward (part – the Newby parish ward (part) of Newby & Scalby parish); Scalby ward (part – the Scalby parish ward (part) of Newby & Scalby parish)

continued overleaf

*Figure B1 (continued):
The Commission's Draft Recommendations: Constituent Areas*

Ward name councillors	Constituent areas
Scalby, Hackness & Staintondale	Derwent ward (part – the parishes of Broxa-cum-Troutsdale, Darncombe-cum-Langdale End, Hackness, Harwood Dale, Silpho and Suffield-cum-Everley); Lindhead ward (part – the parish of Staintondale); Newby ward (part – the Newby parish ward (part) of Newby & Scalby parish); Scalby ward (part – the Scalby parish ward (part) of Newby & Scalby parish)
Stepney (in Scarborough)	Central ward (part); Falsgrave ward (part); Woodlands ward (part)

Figure B2:

The Commission's Final Recommendations: Number of Councillors and Electors by Ward

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
Central (in Scarborough)	2	3,409	1,705	-2	3,439	1,720	-3
Danby	1	1,705	1,705	-2	1,708	1,708	-4
Eskdaleside	1	1,772	1,772	2	1,800	1,800	1
Esk Valley	1	1,624	1,624	-6	1,633	1,633	-8
Mulgrave	2	3,602	1,801	4	3,611	1,806	2
Newby	3	5,261	1,754	1	5,311	1,770	0
Scalby, Hackness & Staintondale	2	3,306	1,653	-5	3,311	1,656	-7
Stepney (in Scarborough)	2	3,658	1,829	5	3,684	1,842	4

Source: Electorate figures are based on information provided by Scarborough Borough Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

