

LOCAL  
GOVERNMENT  
COMMISSION  
FOR ENGLAND

FINAL  
RECOMMENDATIONS  
ON THE FUTURE  
ELECTORAL  
ARRANGEMENTS FOR  
COPELAND  
IN CUMBRIA

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

*November 1997*

# LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements for Copeland in Cumbria.

Members of the Commission are:

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Helena Shovelton (Deputy Chairman)

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## Local Government Commission for England

4 November 1997

Dear Secretary of State

On 25 October 1996 the Commission began a periodic electoral review of the borough of Copeland under the Local Government Act 1992. We published our draft recommendations in June 1997 and undertook an 11-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 in the light of further evidence (see paragraph 82). This report sets out our final recommendations for changes to electoral arrangements in Copeland.

We recommend that Copeland Borough Council should be served by 51 councillors representing 25 wards, and that some changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria. We recommend that the Council should continue to be elected together every four years.

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 Copeland on 25 October 1996. We published our draft recommendations for electoral arrangements on 10 June 1997, after which we undertook an 11-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 Copeland:

- **in 12 of the 26 wards, the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough;**
- **in five wards, the number of electors represented by each councillor varies by more than 20 per cent from the average, one of which, Ennerdale, varies by 50 per cent;**
- **by 2001, the projected figures show little overall improvement, with the number of electors per councillor in 10 of the 26 wards varying by more than 10 per cent from the average; six of these wards would vary by more than 20 per cent, including Ennerdale which would vary by more than 40 per cent.**

Our main final recommendations for future electoral arrangements (Figure 1) are that:

- **Copeland Borough Council should be served by 51 councillors, as at present;**
- **there should be 25 wards, one fewer than at present;**
- **the boundaries of 19 of the existing wards should be modified, while seven wards should retain their existing boundaries;**
- **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 19 of the 25 wards, the number of electors per councillor would vary by no more than 10 per cent from the borough average; only Ennerdale ward would have an electoral variance over 20 per cent.**
- **By 2001, the number of electors per councillor in 21 wards would vary by no more than 10 per cent from the borough average, with Ennerdale ward varying by 32 per cent below the average.**

Recommendations are also made for changes to parish council electoral arrangements. They provide for:

- **new warding arrangements for the parishes of Egremont, Millom Without, St Bees and St John Beckermest.**

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 16 December 1997:

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

*Figure 1:  
The Commission's Final Recommendations: Summary*

<b>Ward name</b>	<b>Number of councillors</b>	<b>Constituent areas</b>	<b>Map reference</b>
1 Arlecdon	1	Ennerdale ward (part – Arlecdon parish ward of Arlecdon & Frizington parish); Cleator Moor North ward (part – Weddicar parish)	Map 2
2 Beckermest	2	Beckermest ward (part – the parishes of Haile, Lowside Quarter and St Bridget Beckermest, and the proposed St John parish ward of St John Beckermest parish)	Maps 2 and A4
3 Bootle	1	Bootle ward (part – the parishes of Bootle and Waberthwaite); Melthwaite ward (part – Muncaster parish)	Map 2
4 Bransty (Whitehaven town)	3	<i>Unchanged</i>	Large map
5 Cleator Moor North	3	Cleator Moor North ward (part – North parish ward of Cleator Moor parish)	Map 2
6 Cleator Moor South	2	<i>Unchanged</i> (South parish ward of Cleator Moor parish)	Map 2
7 Distington	3	Distington ward (Distington parish); Howgate ward (part – the parishes of Lowca and Parton)	Map 2
8 Egremont North	3	Egremont North ward (part of North parish ward of Egremont parish); St Bees ward (part – the proposed Ingwell parish ward of St Bees parish)	Maps A2, A3 and large map
9 Egremont South	3	Egremont South ward (South parish ward of Egremont parish); Egremont North ward (part of North parish ward of Egremont parish); Beckermest ward (part – the proposed Cringlethwaite parish ward of St John Beckermest parish)	Maps A2 and A4
10 Ennerdale	1	Ennerdale ward (part – the parishes of Ennerdale & Kinniside and Lamplugh)	Map 2
11 Frizington	2	<i>Unchanged</i> (Frizington parish ward of Arlecdon & Frizington parish)	Map 2
12 Gosforth	1	<i>Unchanged</i> (the parishes of Gosforth, Nether Wasdale and Ponsonby)	Map 2

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

	<b>Ward name</b>	<b>Number of councillors</b>	<b>Constituent areas</b>	<b>Map reference</b>
13	Harbour (Whitehaven town)	3	Harbour ward; Hensingham ward (part)	Large map
14	Haverigg (Millom town)	1	Haverigg ward (Haverigg parish ward of Millom parish); Millom Without ward (part – the proposed Haverigg parish ward of Millom Without parish)	Maps 2 and A5
15	Hensingham (Whitehaven town)	3	Hensingham ward (part); Hillcrest ward (part)	Large map
16	Hillcrest (Whitehaven town)	2	Hillcrest ward (part)	Large map
17	Holborn Hill (Millom town)	2	<i>Unchanged</i> (Holborn Hill parish ward of Millom parish)	Map 2
18	Kells (Whitehaven town)	2	<i>Unchanged</i>	Large map
19	Millom Without	1	Millom Without ward (part – the proposed Millom Without parish ward of Millom Without parish, and Ulpha parish); Bootle ward (part – Whicham parish)	Maps 2 and A5
20	Mirehouse (Whitehaven town)	3	Mirehouse East ward; Mirehouse West ward	Large map
21	Moresby	1	Howgate ward (part – Moresby parish)	Map 2
22	Newtown (Millom town)	3	<i>Unchanged</i> (Newtown parish ward of Millom parish)	Map 2
23	St Bees	1	St Bees ward (part – the proposed St Bees parish ward of St Bees parish)	Maps 2, A3 and large map
24	Sandwith (Whitehaven town, part)	2	Sandwith ward; St Bees ward (part – the proposed Rottington parish ward of St Bees parish)	Large map
25	Seascale	2	Seascale ward (Seascale parish); Melthwaite ward (part – the parishes of Drigg & Carleton, Eskdale and Irton with Santon)	Map 2

Note: Whitehaven is the only unparished area in the borough.



# 1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the borough of Copeland in Cumbria. We have now reviewed all the districts in Cumbria as part of our programme of periodic electoral reviews of all principal local authority areas in England.

2 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.

3 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (published in March 1996 and supplemented in September 1996), which sets out our approach to the reviews.

4 This review was in four stages. Stage One began on 25 October 1996, when we wrote to Copeland Borough Council inviting proposals for future electoral arrangements. Our letter was copied to Cumbria County Council, Cumbria Police Authority, the local authority associations, Cumbria Association of Local Councils, parish and town councils in the borough, Members of Parliament and the Member of the European Parliament with constituency interests in the borough, and the headquarters of the main political parties. At the start of the review and following publication of our draft recommendations, we published notices in the local press, issued a press release and invited the Borough Council to publicise the review more widely. The closing date for receipt of representations was 20 January 1997. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

5 Stage Three began on 10 June 1997 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Copeland in Cumbria*, and ended on 26 August 1997. 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

<sup>6</sup> The borough of Copeland has a population of approximately 72,000 and covers an area of 284 square miles of west Cumbria, of which almost two-thirds lies within the Lake District National Park. The population is concentrated in the north of the borough where the towns of Whitehaven, Cleator Moor and Egremont are located in close proximity. Millom town is the only sizeable settlement in the south. Four main valleys lead from the coast into the heart of the Lake District: Dunnerdale, Ennerdale, Eskdale and Wasdale. The borough contains 29 parishes, with Whitehaven the only unparished area.

<sup>7</sup> 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 average for the borough in percentage terms. In the report, this calculation may also be described as 'electoral variance'.

<sup>8</sup> The Borough Council has 51 councillors elected from 26 wards (Map 1 and Figure 2). Six wards are each represented by three councillors, 13 wards elect two councillors each, while the other seven are single-member wards. The whole Council is elected together every four years, with the next elections due in May 1999. The electorate of the borough is 54,693 (February 1996) and each councillor represents an average of 1,072 electors. The Borough Council forecasts that the electorate will increase by less than 1 per cent to 55,110 by the year 2001, which would change the average number of electors per councillor to 1,081 (Figure 2).

<sup>9</sup> Since the last electoral review was completed in 1978 by our predecessor, the Local Government Boundary Commission (LGBC), changes in population and electorate have been unevenly spread across the borough. As a result, in 12 of the 26 wards, the number of electors per councillor

varies by more than 10 per cent from the average, five of which vary by more than 20 per cent. The most significant electoral imbalance is in Ennerdale ward where the councillor represents 1,613 electors, 50 per cent more than the borough average.

Map 1:  
Existing Wards in Copeland

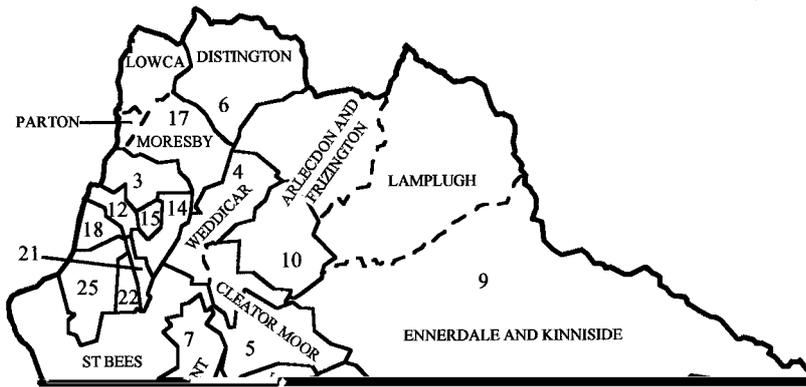


Figure 2:  
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
1 Beckermest	2	2,351	1,176	10	2,310	1,155	7
2 Bootle	1	1,156	1,156	8	1,139	1,139	5
3 Bransty (Whitehaven town)	3	3,299	1,100	3	3,558	1,186	10
4 Cleator Moor North	3	3,462	1,154	8	3,438	1,146	6
5 Cleator Moor South	2	2,308	1,154	8	2,256	1,128	4
6 Distington	2	1,929	965	-10	1,946	973	-10
7 Egremont North	3	3,293	1,098	2	3,225	1,075	-1
8 Egremont South	2	2,724	1,362	27	2,656	1,328	23
9 Ennerdale	1	1,613	1,613	50	1,539	1,539	42
10 Frizington	2	1,959	980	-9	2,089	1,045	-3
11 Gosforth	1	1,200	1,200	12	1,155	1,155	7
12 Harbour (Whitehaven town)	3	2,929	976	-9	2,984	995	-8
13 Haverigg (Millom town)	1	866	866	-19	916	916	-15
14 Hensingham (Whitehaven town)	3	2,953	984	-8	2,965	988	-9
15 Hillcrest (Whitehaven town)	2	2,800	1,400	31	2,975	1,488	38
16 Holborn Hill (Millom town)	2	1,971	986	-8	1,953	977	-10
17 Howgate	2	2,389	1,195	11	2,504	1,252	16
18 Kells (Whitehaven town)	2	2,015	1,008	-6	1,967	984	-9
19 Melthwaite	1	1,204	1,204	12	1,182	1,182	9
20 Millom Without	1	1,041	1,041	-3	995	995	-8
21 Mirehouse East (Whitehaven town)	2	1,878	939	-12	1,874	937	-13

*continued overleaf*

Figure 2 (continued):  
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
22 Mirehouse West (Whitehaven town)	2	1,738	869	-19	1,699	850	-21
23 Newtown (Millom town)	3	2,849	950	-11	2,895	965	-11
24 St Bees	1	1,335	1,335	24	1,431	1,431	32
25 Sandwith (Whitehaven town)	2	1,996	998	-7	1,986	993	-8
26 Seascale	2	1,435	718	-33	1,473	737	-32
<b>Totals</b>	<b>51</b>	<b>54,693</b>	—	—	<b>55,110</b>	—	—
<b>Averages</b>	—	—	<b>1,072</b>	—	—	<b>1,081</b>	—

Source: Electorate figures are based on Copeland Borough Council's submission.

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 1996, electors in Seascale ward were relatively over-represented by 33 per cent, while electors in Ennerdale ward were relatively under-represented by 50 per cent. Figures have been rounded to the nearest whole number.

### 3. DRAFT RECOMMENDATIONS

<sup>10</sup> During Stage One we received representations from Copeland Borough Council and from six parish and town councils. 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 Copeland in Cumbria*. We proposed that:

- (a) Copeland Borough Council should be served by 51 councillors representing 24 wards;
- (b) Whitehaven town should be re-warded;
- (c) there should be modifications to the boundaries of 14 of the existing 15 rural wards (outside Whitehaven and Millom towns);
- (d) the parishes of Millom Without and St John Beckermest should be warded.

#### **Draft Recommendation**

Copeland Borough Council should comprise 51 councillors, serving 24 wards. The whole Council should continue to be elected together every four years.

<sup>11</sup> Our proposals would have resulted in significant improvements in electoral equality. The number of electors per councillor in 20 of the 24 wards would vary by no more than 10 per cent from the borough average, reducing further to three in 2001.

<sup>12</sup> Our draft recommendations are summarised at Appendix B.



## 4. RESPONSES TO CONSULTATION

13 During the consultation on our draft recommendations report, 14 representations were received. A list of all respondents is available on request from the Commission.

### **Copeland Borough Council**

14 The Borough Council accepted our draft recommendations for 18 of the 24 wards, but put forward alternative proposals for the remaining wards, as follows:

- (a) Sandwith & St Bees ward should revert to two separate wards, Sandwith ward (as per the existing arrangements) and St Bees ward (and parish); in addition, St Bees parish should be warded into two, with the area to the east of the A595 being included in Egremont North ward for borough warding purposes;
- (b) the retention of the existing ward boundary between Cleator Moor North and Cleator Moor South;
- (c) Ennerdale ward should only include the parishes of Ennerdale & Kinniside and Lamplugh, and not Nether Wasdale parish, which has no direct links with the rest of the ward and should remain therefore in Gosforth ward;
- (d) Seascale ward should be divided into two single-member wards, the existing Seascale ward (and parish) and a revised Melthwaite ward, comprising the parishes of Drigg & Carleton, Eskdale, Irton with Santon and possibly Nether Wasdale, if the latter did not form part of Gosforth ward; the Council considered that better representation would be achieved if these wards each returned one councillor.

### **Copeland Constituency Labour Party**

15 Copeland Constituency Labour Party (CLP) supported our draft recommendations for 15 of the proposed wards. While it did not oppose our proposal for Mirehouse, it expressed concern that the proposed merger of Mirehouse East and Mirehouse West wards may be to the detriment of the latter ward, as the area would no longer benefit

“from the receipt of European Priority 4 monies which it now receives because of very severe social and economic deprivation that is prevalent within Mirehouse West”. The CLP opposed our proposal to merge Sandwith and St Bees wards, and Seascale and Melthwaite wards, stating that they did not reflect community identities and interests, and that St Bees ward could be reduced by including some 70 electors east of the A595 in Egremont North ward. It also proposed that the existing boundary between Cleator Moor North and Cleator Moor South wards be retained, and no change to the existing Gosforth ward. It considered that the parishes of Arlecdon & Frizington and Weddicar should be merged into a three-member ward. It proposed that elections for the Borough Council should take place by thirds for reasons of democracy and accountability.

### **Parish Councils**

16 During Stage Three, representations were received from eight parish councils and one parish meeting. Arlecdon & Frizington, Ennerdale & Kinniside and Gosforth parish councils, and Nether Wasdale Parish Meeting all opposed the draft recommendation to include Nether Wasdale parish in Ennerdale ward for geographical and community reasons. Ennerdale & Kinniside Parish Council favoured the Borough Council’s proposal for Ennerdale ward. Lamplugh Parish Council preferred no change to its existing borough and parish electoral arrangements, but stated that, if the new Arlecdon ward is to be created, then Ennerdale ward should comprise only the parishes of Ennerdale & Kinniside and Lamplugh. Arlecdon & Frizington Parish Council supported a three-member ward for the area, where we had proposed a single-member Arlecdon ward and a two-member Frizington ward.

17 Drigg & Carleton Parish Council stated that Seascale should remain “a ward in its own right”. The Parish Council also proposed a revised Melthwaite ward that should include Nether Wasdale parish and exclude Muncaster parish, as this would allow Drigg & Carleton parish to be “linked with others of a like rural environment”. Seascale Parish Council proposed no change to the Borough Council’s electoral arrangements as they

affect the parish, primarily for community and geographical reasons. The Council also questioned the Borough Council's projected electorate figures for the parish as it expected an increase of some 200 electors by the year 2001 (as opposed to 38 electors projected by the Borough Council). Millom Without and Whicham parish councils both advised us that they had no objections to the revised Millom Without ward.

## **Other Representations**

18 We received a further three representations in response to our draft recommendations. Cumbria Association of Local Councils – Copeland District Committee expressed concern that the draft recommendations did not take into account the sparsity and rurality of the borough. It considered that there is a discrepancy between the services provided by Copeland Borough Council for the urban areas and those provided for the rural areas. It proposed that, where parishes wish to retain their identities, consideration be given to maintaining the existing electoral arrangements even if this produced “an electorate outside the average”. The Committee r threa80in

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## 5. ANALYSIS AND FINAL RECOMMENDATIONS

20 As indicated previously, our prime objective in considering the most appropriate electoral arrangements for Copeland is to achieve electoral equality, having regard to the statutory criteria set out in the Local Government Act 1992, and Schedule 11 to the Local Government Act 1972 which refers to the ratio of electors to councillors being “as nearly as may be, the same in every ward of the district or borough”.

21 However, our function is not merely arithmetical. First, 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. Second, we must have regard to the desirability of fixing identifiable boundaries, and to maintaining local ties which might otherwise be broken. Third, we must consider the need to secure effective and convenient local government, and reflect the interests and identities of local communities.

22 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.

23 In our March 1996 *Guidance*, we expressed the view that “proposals for changes in electoral arrangements should therefore be based on variations in each ward of no more than plus or minus 10 per cent from the average councillor:elector ratio for the authority, having regard to five-year forecasts of changes in electorates. Imbalances in excess of plus or minus 20 per cent may be acceptable, but only in highly exceptional circumstances ... and will have to be justified in full”. However, as emphasised in our September 1996 supplement to the *Guidance*, while we accept that absolute equality of representation is likely to be unattainable, we consider that, if electoral imbalances are to be kept

to the minimum, such equality should be the starting point in any electoral review.

### Electorate Projections

24 During Stage One the Borough Council submitted electorate forecasts for the period 1996 to 2001, projecting an increase in the electorate of some 1 per cent over the five-year period, from 54,693 to 55,110. The Council estimated rates and locations of housing development with regard to structure and local plans, the expected rate of building over the five-year period and assumed occupancy rates. Advice had been obtained from the Borough Council on the likely effect on electorates of ward boundary changes. In our draft recommendations report, we accepted that this is an inexact science and, having given consideration to projected electorates, were content that they represented the best estimates that could reasonably be made at the time.

25 During Stage Three, Ennerdale & Kinniside and Seascale parish councils questioned the Borough Council’s five-year electorate projections for their respective areas. They both stated that the Borough Council had not taken into account planning permission for additional houses in the parishes, although construction had not yet started on the properties. However, following discussions with the Borough Council, it confirmed its original projections for the area, and we remain satisfied that the projected electorates provide the best estimates presently available.

### Council Size

26 Our March 1996 *Guidance* indicated that we would normally expect the number of councillors serving a district or borough council to be in the range of 30 to 60.

27 Copeland Borough Council is at present served by 51 councillors. At Stage One, the Council proposed electoral arrangements involving

an increase in council size to 55, which would have resulted in an overall deterioration in electoral equality in the borough. In our draft recommendations report we considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received. We concluded that the statutory criteria and the achievement of electoral equality would best be met by retaining a council of 51 members. In its Stage Three submission, the Borough Council accepted the proposed council size and we have not received any evidence to persuade us to move away from this view.

## Electoral Arrangements

28 Having considered all representations received during Stage Three, we have reviewed our draft recommendations. The following areas, based on existing wards, are considered in turn:

- (a) Whitehaven (eight wards);
- (b) St Bees ward;
- (c) Cleator Moor North and Cleator Moor South wards;
- (d) Egremont North and Egremont South wards;
- (e) Distington and Howgate wards;
- (f) Ennerdale and Frizington wards;
- (g) Beckermeth, Gosforth, Melthwaite and Seascale wards;
- (h) Bootle and Millom Without wards;
- (i) Millom (three wards).

Details of our final recommendations are set out in Figures 1 and 4, and illustrated in Map 2 and Appendix A.

### Whitehaven (eight wards)

29 Whitehaven is the principal town in Copeland, with a population of some 27,000. It is the only unparished area in the borough and is currently divided into eight wards, served by 19 borough councillors – Bransty, Harbour and Hensingham each elect three councillors while the other five are two-member wards. Representation in three of the eight wards currently varies by more than 10 per cent from the average, one of which, Hillcrest, is under-represented by 31 per cent.

30 In response to our draft recommendations report, the Borough Council accepted six of our proposed seven wards in the town and disagreed with our proposed Sandwith & St Bees ward (detailed later). The Copeland Constituency Labour Party (CLP) agreed with the draft recommendations for five wards and commented on the other two wards as stated below. Our final proposed boundaries for Whitehaven are illustrated in the large map inserted at the back of the report.

### Mirehouse East and Mirehouse West wards

31 During Stage One the Borough Council proposed that the Mirehouse East ward boundary be extended to the north-east to include 222 electors from the Valley Park Estate in Hensingham ward. No changes were proposed for Mirehouse West ward. While this proposal would have improved electoral equality in Mirehouse East ward (6 per cent and 5 per cent in 1996 and 2001 respectively), Mirehouse West ward would have remained significantly over-represented at 13 per cent (15 per cent in 2001). We also noted that, based on a council size of 51, the total electorate in the two wards is entitled to three borough councillors, rather than the present four. To improve the electoral inequality, we therefore proposed a merger of the two wards into a single three-member Mirehouse ward, with no further ward boundary amendments. The number of electors per councillor would be 12 per cent above the borough average in 1996, reducing to 10 per cent in 2001.

32 At Stage Three the Borough Council accepted our proposal for a new Mirehouse ward. The CLP, while not opposing our draft recommendation for the ward, was concerned that this merger would “lead to the removal of the ward from the receipt of European Priority 4 monies which it now receives because of very severe social and economic deprivation”. No other representations were received.

33 We are sympathetic to the nature of the concerns expressed by the CLP, but having carefully considered the options available to us, we remain of the view that the electoral inequality in Mirehouse West ward, having regard to the statutory criteria, can best be addressed by merging the two wards into a single three-member ward. We therefore confirm our draft recommendation for Mirehouse ward as final.

### **Harbour, Hensingham and Hillcrest wards**

34 The area covered by the three wards is represented by a total of eight borough councillors – Harbour and Hensingham both elect three councillors, while Hillcrest is served by two councillors. The average number of electors per councillor in the wards is 9 per cent below, 8 per cent below and 31 per cent above the borough average respectively, with no overall improvement expected by 2001. At Stage One the Borough Council proposed the transfer of 222 electors from Hensingham ward to Mirehouse East ward, and an additional councillor for Hillcrest ward. No changes were proposed for Harbour ward. Based on a 55-member council, the number of electors per councillor in Harbour, Hensingham and Hillcrest wards would be 2 per cent, 8 per cent and 6 per cent below the borough average respectively.

35 However, we concluded that reasonable electoral equality could be achieved by retaining the current number of councillors, but adjusting the boundaries between the three wards. In our draft recommendations report, assuming a 51-member council, we proposed that the 222 electors from the Valley Park Estate in Hensingham ward should be transferred to Harbour ward and not to Mirehouse East ward (taking into account our proposal for the latter ward). We also proposed that some 600 electors in Hillcrest ward should be transferred to Hensingham ward, thereby retaining two councillors in Hillcrest ward. Under our draft recommendation, the number of electors per councillor in Harbour, Hensingham and Hillcrest wards would be 2 per cent below, 4 per cent above and 3 per cent above the borough average respectively (1 per cent below, 3 per cent above and 10 per cent above in 2001).

36 Both the Borough Council and the CLP accepted our proposals for the three wards and, having received no other representations, we confirm our draft recommendation for the wards as final.

### **Bransty and Kells wards**

37 Bransty and Kells wards are located in the north of Whitehaven town, represented by three and two borough councillors respectively. The number of electors per councillor is 3 per cent above the borough average in Bransty ward (10 per cent in 2001) and 6 per cent below the average in Kells ward (9 per cent in 2001). No changes were

proposed for either ward by the Borough Council at Stage One. Our draft recommendations included no change to the wards, since any changes to the existing ward boundaries could adversely affect electoral equality in neighbouring wards.

38 At Stage Three, both the Borough Council and the CLP accepted our proposal for no change to Bransty and Kells wards, and in the absence of any evidence to the contrary, we confirm our draft recommendation as final.

### **Sandwith ward**

39 The two-member Sandwith ward currently has 7 per cent fewer electors per councillor than the borough average (8 per cent in 2001). At Stage One the Borough Council proposed no change for the ward.

40 However, in our draft recommendations report, we concluded that the southern part of Sandwith ward (Sandwith Newton) was similar in nature to the rural St Bees ward (especially Rottington village, discussed in more detail below), and that merging them to create a new Sandwith & St Bees ward appeared to reflect community identities and interests. This merger would improve the significant imbalances in the wards, especially St Bees (24 per cent above the borough average). Under our draft recommendation, the number of electors per councillor in the new Sandwith & St Bees ward would be 4 per cent above the borough average (5 per cent in 2001).

41 At Stage Three the Borough Council and the CLP opposed this merger, arguing that the wards are quite different in character. The CLP stated: “St Bees is a rural ward in a rural setting whereas Sandwith ward is an urban ward in a predominantly urban area ... We would therefore propose that Sandwith ward should retain its existing boundaries and two councillors.”

42 Having considered the representations received, we have decided to modify our draft recommendation for Sandwith ward. We now propose that the ward should be extended to the south, to incorporate only the proposed Rottington parish ward of St Bees parish (detailed below and illustrated in the large map). This would improve the significant over-representation in Sandwith ward, while bringing together communities with common interests. Under our final recommendation, the number of electors per councillor in the modified

Sandwith ward would be 4 per cent below the borough average (5 per cent in 2001).

### **St Bees ward**

43 St Bees ward (and parish) currently elects a single councillor, who represents 24 per cent more electors than the borough average (32 per cent in 2001). At Stage One the Borough Council proposed an additional councillor for the ward because of its unique position in the borough: Whitehaven town lies to its north, scattered farms to its east and south, with insufficient numbers to impact on electoral equality in neighbouring wards, and the Irish Sea to its west. The Council's proposal would result in St Bees having an electoral variance of 33 per cent, which we considered to be unacceptable, and therefore proposed that the ward be merged with Sandwith ward in order to address the electoral imbalance.

44 At Stage Three the Borough Council objected to this merger, arguing that St Bees is a close-knit community with no affinity with the more urban Sandwith ward. It proposed that the parish be warded, with the area east of the A595, comprising some 70 electors, forming a parish ward which could form part of Egremont North borough ward. It added that the area "is actually in the settlement of Moor Row [in Egremont North ward] and will be included in a parish boundary review to be carried out by this authority in due course". The CLP also objected to the merger of Sandwith and St Bees wards and supported the Council's proposal. St Bees ward would then be represented by a single borough councillor, with 18 per cent and 26 per cent above the average number of electors per councillor in 1996 and 2001 respectively.

45 We recognise the improvement in electoral equality that the proposal from the Borough Council and the CLP would achieve in the ward, but consider that the electoral imbalance in St Bees ward needs to be addressed further. We accept the proposal to create a parish ward for the area east of the A595 and incorporate it in Egremont North ward, but consider that the parish ward boundary should follow the cycle path instead of the A595 (as the Borough Council proposed), to include an additional two properties on the western side of the A595, which would otherwise be isolated. As indicated earlier, we also propose that Rottington village (in St Bees parish) should be warded and included in Sandwith ward for borough warding

purposes. St Bees parish would therefore be warded into three parish wards (see Map A3 at Appendix A and the large map at the back of the report): Ingwell, which would form part of Egremont North ward; Rottington, which would form part of Sandwith ward; and St Bees, covering the remainder of the parish, which would form a borough ward on its own and be represented by a single councillor. Under this proposal, the number of electors per councillor in St Bees ward would be 12 per cent above the borough average (20 per cent in 2001).

46 We recognise that a degree of under-representation would persist in the ward, but due to the geography of the area and the particular location of St Bees village within the borough, we consider that any further improvement to the level of representation would either have a detrimental effect on community identities or adversely effect electoral equality in neighbouring wards. We therefore put forward the proposal to ward the parish of St Bees, as detailed above, and propose a single-member St Bees ward as our final recommendation.

### **Cleator Moor North and Cleator Moor South wards**

47 The town of Cleator Moor is divided into two borough and parish wards, Cleator Moor North and Cleator Moor South, with Weddicar parish included in the former ward. The number of electors per councillor is 8 per cent above the borough average in both wards (6 per cent and 4 per cent respectively in 2001). No changes were proposed for the wards by the Borough Council at Stage One.

48 To improve the electoral inequality within the area, our draft recommendation was for a minor change to the boundary between the wards, and for Weddicar parish to be transferred from Cleator Moor North ward to a new Arlecdon ward. At Stage Three the Borough Council and the CLP accepted our proposal to transfer Weddicar parish to a new Arlecdon ward, but considered that the existing boundary in Cleator Moor is quite distinct, whereas the proposed one may cause confusion.

49 Having considered the representations received, we recognise that the existing boundary which follows High Street and Ennerdale Road (the B5295) is clear and identifiable. Although retaining the existing boundary would not achieve

as good electoral equality, we accept that it would better reflect local communities. In these circumstances, we are content to move away from our proposed boundary between Cleator Moor North and Cleator Moor South wards, but confirm the rest of our draft recommendation as final. Under these arrangements, the number of electors per councillor would be 2 per cent below and 8 per cent above the borough average respectively (3 per cent below and 4 per cent above in 2001).

### **Egremont North and Egremont South wards**

50 Egremont town comprises the two borough and parish wards of Egremont North and Egremont South, served by three and two borough councillors respectively. To improve the significant under-representation (27 per cent) in Egremont South ward, the Borough Council proposed that the ward boundary be extended to the south to include the proposed Cringlethwaite parish ward of St John Beckermest parish (detailed later). No changes were proposed for Egremont North ward.

51 We accepted the Council's proposal for Egremont South ward, but to improve electoral equality further in the two wards, we proposed a modification to the boundary between them, transferring some 180 electors from Egremont North ward to Egremont South ward. Under our draft recommendation, the electoral variance in the two wards would be 3 per cent and 6 per cent respectively (6 per cent and 8 per cent in 2001).

52 At Stage Three, both the Borough Council and the CLP accepted our draft recommendation for the two wards, subject to the area east of the A595, in St Bees parish (the proposed Ingwell parish ward, detailed earlier) forming part of Egremont North borough ward. Having considered the evidence received, we accept the proposal as it appears to reflect the local settlements, while improving electoral equality in both Egremont North and St Bees wards. The proposed parish ward boundary would follow the cycle path west of the A595 (see Map A3). Under our final recommendation, the number of electors per councillor in Egremont North and Egremont South wards would be 1 per cent and 6 per cent below the borough average respectively (4 per cent and 8 per cent in 2001).

### **Distington and Howgate wards**

53 The northern wards of Distington and Howgate each elect two councillors, with the number of electors per councillor being 10 per cent below and 11 per cent above the borough average respectively. The Council proposed no change to the wards during Stage One, stating that they are close-knit communities with affinities to one another. However, in order to improve the respective over- and under-representation in the wards, we proposed that Distington ward (and parish) should be merged with the parishes of Lowca and Parton (currently in Howgate ward) to form a revised three-member Distington ward. The other constituent parish in Howgate ward, Moresby, would form a new single-member Moresby ward. Under our draft recommendation, the number of electors per councillor in Distington and Moresby wards would be 2 per cent above and 4 per cent below the borough average respectively (4 per cent above and equal to the average in 2001).

54 During Stage Three, the Borough Council agreed with our draft recommendation for the two wards. The CLP "broadly agreed" with our proposals, although it doubted any community of identity between Distington, and Parton and Lowca. In the absence of any alternative proposals, we confirm our draft recommendation for the wards as final.

### **Ennerdale and Frizington wards**

55 Ennerdale ward comprises Arlecdon parish ward of Arlecdon & Frizington parish and the parishes of Ennerdale & Kinniside and Lamplugh. It is geographically the largest ward in the borough and the councillor for the ward represents 50 per cent more electors than the borough average (42 per cent in 2001). At Stage One the Borough Council proposed the division of the ward into two single-member wards: a new Arlecdon borough ward (comprising Arlecdon parish ward) and a modified Ennerdale ward, comprising the parishes of Ennerdale & Kinniside and Lamplugh. Under the Council's proposals, the number of electors per councillor in Arlecdon and Ennerdale wards would be 16 per cent and 22 per cent below the borough average respectively (20 per cent and 26 per cent in 2001).

56 We were concerned at the remaining imbalances in the two wards and therefore proposed an alternative pattern: Arlecdon parish ward, together with Weddicar parish (currently in Cleator Moor North ward), would form a new Arlecdon ward; and the parishes of Ennerdale & Kinniside and Lamplugh, together with Nether Wasdale parish (currently in Gosforth ward), would form a modified Ennerdale ward. The number of electors per councillor would be 7 per cent above and 20 per cent below the borough average respectively (2 per cent and 25 per cent in 2001).

57 Frizington ward currently comprises Frizington parish ward of Arlecdon & Frizington parish, and the number of electors represented by each of the two councillors for the ward is 9 per cent below the borough average (3 per cent in 2001). In our draft recommendations report, we accepted the Borough Council's proposal for no change to the ward.

58 During Stage Three, eight of the 14 representations received expressed opposition to our draft recommendation to include Nether Wasdale parish in the modified Ennerdale ward, including those from the Borough Council, the CLP and Nether Wasdale Parish Meeting. The Parish Meeting argued that there are no links between the parish and Ennerdale, and that it is 14 miles from Nether Wasdale to Ennerdale Bridge. It therefore proposed that the parish remain in Gosforth ward. The Borough Council and the CLP both highlighted the fact that the two areas are separated by "a range of mountains of some 3000 feet", with the only connecting road passing through other borough wards.

59 In the light of representations received, we have decided to revise our draft recommendation for Ennerdale ward. We accept the Borough Council's initial proposal that Ennerdale ward should comprise only the parishes of Ennerdale & Kinniside and Lamplugh (Nether Wasdale parish is dealt with in more detail below). Under our final recommendation, the number of electors per councillor in the ward would be 28 per cent below the borough average (32 per cent in 2001).

60 We recognise the exceptional circumstances that exist in Ennerdale ward due to the geography of the area and sparse population, and conclude that further improvement to electoral equality in the ward is not achievable without having a detrimental effect on the statutory criteria or adversely affecting electoral equality in surrounding areas.

61 The Borough Council accepted our draft recommendation for Arlecdon and Frizington wards, but the CLP and Arlecdon & Frizington Parish Council proposed a merger of the two wards into a three-member ward. While the resulting ward would be geographically large, the CLP argued that there is an affinity within the wider area. We carefully considered the representations received, and while we recognise that either option may be feasible, we have not been persuaded to move away from our draft recommendation for a single-member Arlecdon ward and a two-member Frizington ward. Our proposal, which has the support of the Borough Council, would result in minimal disruption to electoral arrangements in the area, while achieving reasonable electoral equality. We are therefore confirming our draft recommendation as final. Under our final recommendation, the number of electors per councillor in Arlecdon and Frizington wards would be 7 per cent above and 9 per cent below the borough average respectively (2 per cent above and 3 per cent below in 2001).

### **Beckermet, Gosforth, Melthwaite and Seascale wards**

62 Beckermet ward currently elects two councillors and comprises the parishes of Haile, Lowside Quarter, St Bridget Beckermet and St John Beckermet, with the number of electors per councillor being 10 per cent above the borough average (7 per cent in 2001). At Stage One the Council proposed that St John Beckermet parish should be warded into two parish wards, St John and Cringlethwaite, with the latter being included in the revised Egremont South ward (described earlier). No other changes were proposed for the ward, and we put forward the modified Beckermet ward as our draft recommendation.

63 At Stage Three, the only representations received in relation to the area were from the Borough Council and the CLP, both of which supported the proposal. We therefore confirm our draft recommendation for Beckermet ward as final.

64 Gosforth ward, comprising the parishes of Gosforth, Nether Wasdale and Ponsonby, currently has 12 per cent more electors than the borough average (7 per cent in 2001). Both the Borough Council and Gosforth Parish Council proposed no change for the ward at Stage One. However, to correct the electoral imbalance in the ward, we proposed that Nether Wasdale parish be transferred to the revised Ennerdale ward, as indicated earlier.

Under the draft recommendation, the number of electors per councillor in the modified Gosforth ward would be 5 per cent above the borough average (equal to the average in 2001).

65 During Stage Three we received eight representations opposing the removal of Nether Wasdale parish from the ward. Although the Borough Council supported no change to Gosforth ward, it stated that the parish could be transferred to a modified Melthwaite ward as an alternative. Nether Wasdale Parish Meeting stated that it relied upon Gosforth for amenities and opposed its inclusion in the modified Ennerdale ward. A resident of Gosforth also opposed the transfer of Nether Wasdale parish, noting that Gosforth, Nether Wasdale and Wasdale Head are currently linked for ecclesiastical purposes.

66 In view of representations received on our draft recommendation for Gosforth ward, and in the light of our final proposals for Ennerdale ward (detailed above), we have decided that the best option for Gosforth ward would be for no change. While we recognise that electoral equality would be better under our draft recommendation, we have concluded that this would be at the expense of community identities and interests. Under our final recommendation, the number of electors per councillor in Gosforth ward would be 12 per cent above the borough average (7 per cent in 2001).

67 The current Melthwaite ward comprises the parishes of Drigg & Carleton, Eskdale, Irton with Santon and Muncaster, and the number of electors represented by the single councillor is 12 per cent above the borough average (9 per cent in 2001). Neighbouring Seascale ward (and parish) currently elects two borough councillors, with the number of electors per councillor being 33 per cent below the average (32 per cent in 2001). At Stage One the Borough Council proposed no change to both wards, citing the sparsity of the areas and their separate identities. Under the Council's proposals for a 55-member council, the number of electors per councillor in Melthwaite and Seascale wards would be 21 per cent above and 28 per cent below the borough average respectively (18 per cent above and 27 per cent below in 2001).

68 In our draft recommendations report, we expressed concerns about the significant electoral imbalances which would remain in the wards, and proposed that the two wards be combined to form a modified two-member Seascale ward, with the transfer of Muncaster parish to the modified Bootle

ward (detailed later). Under the draft recommendation, the number of electors per councillor in the modified Seascale ward would be 11 per cent above the average both now and in 2001.

69 During Stage Three both the Borough Council and Seascale Parish Council reiterated their preference for no change to Seascale ward. Seascale Parish Council stated that the interests of the electorate in the two wards are totally different, as Seascale is a "geographically separate urban community, largely economically dependent on the nearby BNFL Sellafield plant", while Melthwaite is a large area comprising "the same size/type of communities with similar interests". The Parish Council added that the coastal railway line "is not used as a communication link between Seascale and Drigg", as indicated in our draft recommendations report. This view was supported by CALC – Copeland District Committee.

70 Drigg & Carleton Parish Council stated that Seascale should remain a ward in its own right. The Parish Council also supported the retention of Melthwaite ward, subject to the removal of Muncaster parish as proposed in our draft recommendations report, and the addition of Nether Wasdale parish. The CLP stated that the proposed Seascale ward should be split into two single-member wards, Seascale and Melthwaite, "with the boundaries to the south of Seascale being drawn very close to the village using well defined parameters".

71 We are sympathetic to the nature of the concerns expressed, and recognise the disparate interests that may exist between the rural and urban areas. However, we remain concerned at the high electoral imbalances which would result if Seascale parish were to remain as a ward on its own, represented by one or two borough councillors, and have not been persuaded by the evidence that the community arguments justify such significant imbalances. We therefore confirm our draft recommendation for Seascale ward (comprising the parishes of Drigg & Carleton, Eskdale, Irton with Santon and Seascale) as final.

### **Bootle and Millom Without wards**

72 Bootle ward comprises Bootle, Waberthwaite and Whicham parishes, and the number of electors represented by the single councillor is 8 per cent above the borough average (5 per cent in 2001). The Borough Council did not propose any change

for the ward during Stage One. In our draft recommendations report, we proposed a modified Bootle ward, comprising the parishes of Bootle, Waberthwaite and Muncaster (the latter is currently in Melthwaite ward), with Whicham parish being included in the modified Millom Without ward (detailed below). Under the draft recommendation, the number of electors per councillor would be 4 per cent above the borough average (2 per cent in 2001).

73 At Stage Three Whicham Parish Council, the Borough Council and the CLP all agreed with our proposed Bootle ward and, in the absence of any evidence to the contrary, we confirm our draft recommendation for the ward as final.

74 Millom Without ward comprises the parishes of Millom Without and Ulpha, and the number of electors represented by the single councillor is currently 3 per cent below the borough average (8 per cent in 2001). At Stage One the Borough Council proposed that Millom Without parish should be warded into two parish wards, Haverigg and Millom Without, with the former (containing some 170 electors) being included in Haverigg borough ward in Millom town. The Council's modified Millom Without ward would comprise the remainder of Millom Without parish (Millom Without parish ward) and Ulpha parish. Based on a 55-member council, the number of electors per councillor in Millom Without ward would be 12 per cent below the borough average (17 per cent in 2001).

75 To improve the electoral equality in the ward, we proposed that Whicham parish (currently in Bootle ward) should also be included in the modified Millom Without ward. Under our draft recommendation, the number of electors per councillor in Millom Without ward would be 10 per cent above the borough average (4 per cent in 2001).

76 During Stage Three we received four representations in support of the modified Millom Without ward, from Millom Without and Whicham parish councils, the Borough Council and the CLP. We therefore confirm our draft recommendation for the ward as final.

### **Millom (three wards)**

77 Millom town currently has a total of six borough councillors representing three wards: Haverigg returns one councillor; Holborn Hill elects two councillors; and Newtown is a three-member ward. The number of electors per councillor in the wards is

19 per cent, 8 per cent and 11 per cent below the borough average respectively (15 per cent, 10 per cent and 11 per cent in 2001).

78 Following the modification of Haverigg borough ward boundary to incorporate Haverigg parish ward of Millom Without parish (as described above), the Borough Council proposed no further changes to the wards in Millom at Stage One. Under the Council's proposal, assuming a council size of 55, the number of electors per councillor in Haverigg, Holborn Hill and Newtown wards would be 4 per cent above, 1 per cent below and 5 per cent below the borough average respectively (8 per cent above, 3 per cent below and 4 per cent below in 2001).

79 In our draft recommendations report, we adopted the Council's proposal for the wards of Haverigg, Holborn Hill and Newtown, although we noted that the town is over-represented as a whole and merits only five councillors. However, because of its well-defined internal ward boundaries, we concluded that electoral equality could not be improved further. Under our draft recommendation for a 51-member council, the number of electors per councillor in the wards would be 4 per cent, 8 per cent and 11 per cent below the borough average respectively (equal to the average, 10 per cent below and 11 per cent below in 2001).

80 During Stage Three both the Borough Council and the CLP agreed with our proposals for Millom town and, in the absence of any evidence to the contrary, we confirm our draft recommendation for the three wards as final.

## **Electoral Cycle**

81 In our draft recommendations report, we proposed that the present system of whole-council elections in Copeland be retained. At Stage Three the Borough Council reiterated its support for this proposal, while the CLP proposed that elections should be held by thirds. Given the support of the Borough Council, we do not propose to recommend a change to the electoral cycle. The Council could itself decide such a change by resolution of two-thirds majority.

## **Conclusions**

82 Having considered carefully all the evidence and representations received in response to our consultation report, we have decided substantially to endorse our draft recommendations, subject to the amendments discussed earlier for the following wards:

Figure 3:  
*Comparison of Current and Recommended Electoral Arrangements*

	1996 electorate		2001 projected electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	51	51	51	51
Number of wards	26	25	26	25
Average number of electors per councillor	1,072	1,072	1,081	1,081
Number of wards with a variance more than 10 per cent from the average	12	6	10	4
Number of wards with a variance more than 20 per cent from the average	5	1	6	1

- (a) St Bees parish should be warded into three parish wards: Ingwell parish ward which should be included in the modified Egremont North ward; Rottington parish ward which should be included in the modified Sandwith ward; and St Bees parish ward (the remainder of St Bees parish) which should form a modified St Bees borough ward, represented by one borough councillor;
- (b) the existing boundary between Cleator Moor North and Cleator Moor South wards should be retained;
- (c) Ennerdale ward should comprise only the parishes of Ennerdale & Kinniside and Lamplugh, with Nether Wasdale parish remaining in the existing Gosforth ward;
- (d) the existing Gosforth ward should remain unchanged.

<sup>83</sup> We have concluded that the current council size of 51 should be retained; that there should be 25 wards, one fewer than at present; that the boundaries of 19 of the existing wards should be modified; and that whole-council elections should continue to be held every four years.

<sup>84</sup> Figure 3 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1996 and 2001 electorate figures.

<sup>85</sup> As Figure 3 shows, our recommendations would result in a reduction in the number of wards with electoral variances of more than 10 per cent from 12 to six, reducing further to four in 2001. Ennerdale would be the only ward varying by more than 20 per cent from the average. We conclude that our recommendations would best meet the need for electoral equality, having regard to the statutory criteria.

### **Final Recommendation**

Copeland Borough Council should comprise 51 councillors serving 25 wards, as detailed and named in Figures 1 and 4, and illustrated in Map 2 and Appendix A to this report. The Council should continue to be elected together every four years.

## **Parish Council Electoral Arrangements**

<sup>86</sup> 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 a number of consequential parish ward changes, as detailed below.

87 In our draft recommendations report, we recommended that the parish wards in Egremont parish should be modified to reflect the proposed Borough Council wards. We also proposed that the number of parish councillors should remain unchanged. No representations were received in response to this proposal. In the light of our final recommendation for Borough Council wards in Egremont, we confirm our draft recommendation on the electoral arrangements for Egremont parish as final.

### **Final Recommendation**

Egremont Parish Council should continue to comprise 10 councillors, representing two wards, Egremont North and Egremont South, with each ward returning five councillors. The parish ward boundaries should be modified to reflect the proposed Borough Council wards, as illustrated in Map A2 at Appendix A.

88 In our draft recommendations report, we included a proposal to modify the parish wards of Cleator Moor parish, to reflect the proposed changes to the Borough Council wards in the area. However, our final recommendation is for the retention of the existing boundary between Cleator Moor North and Cleator Moor South wards for borough warding purposes, and we therefore propose no change to the electoral arrangements for the parish.

89 During Stage Three the Borough Council submitted a new proposal to ward the area east of the A595 in St Bees parish. We accepted this proposal, but proposed that the parish ward boundary should follow the cycle path (which runs parallel to the A595) instead of the A595, thereby including the properties on the western side of the A595 which would otherwise become isolated. In order to improve electoral equality at borough level, we propose the creation of an additional parish ward covering the Rottington area, with the remainder of St Bees parish forming another parish ward. We therefore propose that St Bees parish should be warded into three separate parish wards: Ingwell, returning one councillor; Rottington,

returning one councillor; and St Bees, to be represented by 12 councillors.

### **Final Recommendation**

St Bees parish should be warded into three separate parish wards, Ingwell, Rottington and St Bees, as illustrated in Map A3 at Appendix A and the large map inserted at the back of the report. Ingwell and Rottington wards should each be represented by one parish councillor, and St Bees by 12 parish councillors.

90 In our draft recommendations report, we proposed that St John Beckermert parish in Beckermert borough ward should be warded into two separate parish wards, St John and Cringlethwaite (as proposed by the Borough Council during Stage One), represented by nine parish councillors and one parish councillor respectively.

91 During Stage Three both the Borough Council and the CLP accepted our proposals for Beckermert borough ward. We are therefore confirming our draft recommendation for warding St John Beckermert parish as final.

### **Final Recommendation**

St John Beckermert parish should be warded into two parish wards, St John and Cringlethwaite, as illustrated in Map A4 at Appendix A. The parish wards should be represented by nine parish councillors and one parish councillor respectively.

92 In our draft recommendations report, we adopted the Borough Council's proposal that Millom Without parish should be warded into two separate parish wards, Millom Without and Haverigg, represented by 11 parish councillors and one parish councillor respectively. At Stage Three Millom Without Parish Council accepted our proposals for warding the parish, while both the Borough Council and the CLP agreed with our proposal for Millom Without borough ward. We therefore confirm our draft recommendation for warding Millom Without parish as final.

### **Final Recommendation**

Millom Without parish should be warded into two separate parish wards, Millom Without and Haverigg, as illustrated in Map A5 at Appendix A. The parish wards should be represented by 11 parish councillors and one parish councillor respectively.

<sup>93</sup> During Stage Three we did not receive any further representations for change to the electoral arrangements of parish and town councils in the borough.

<sup>94</sup> In our draft recommendations report, we also proposed that there should be no change to the electoral cycle of parish and town councils in the borough. We confirm this draft recommendation as final.

### **Final Recommendation**

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

Map 2:  
The Commission's Final Recommendations for Copeland

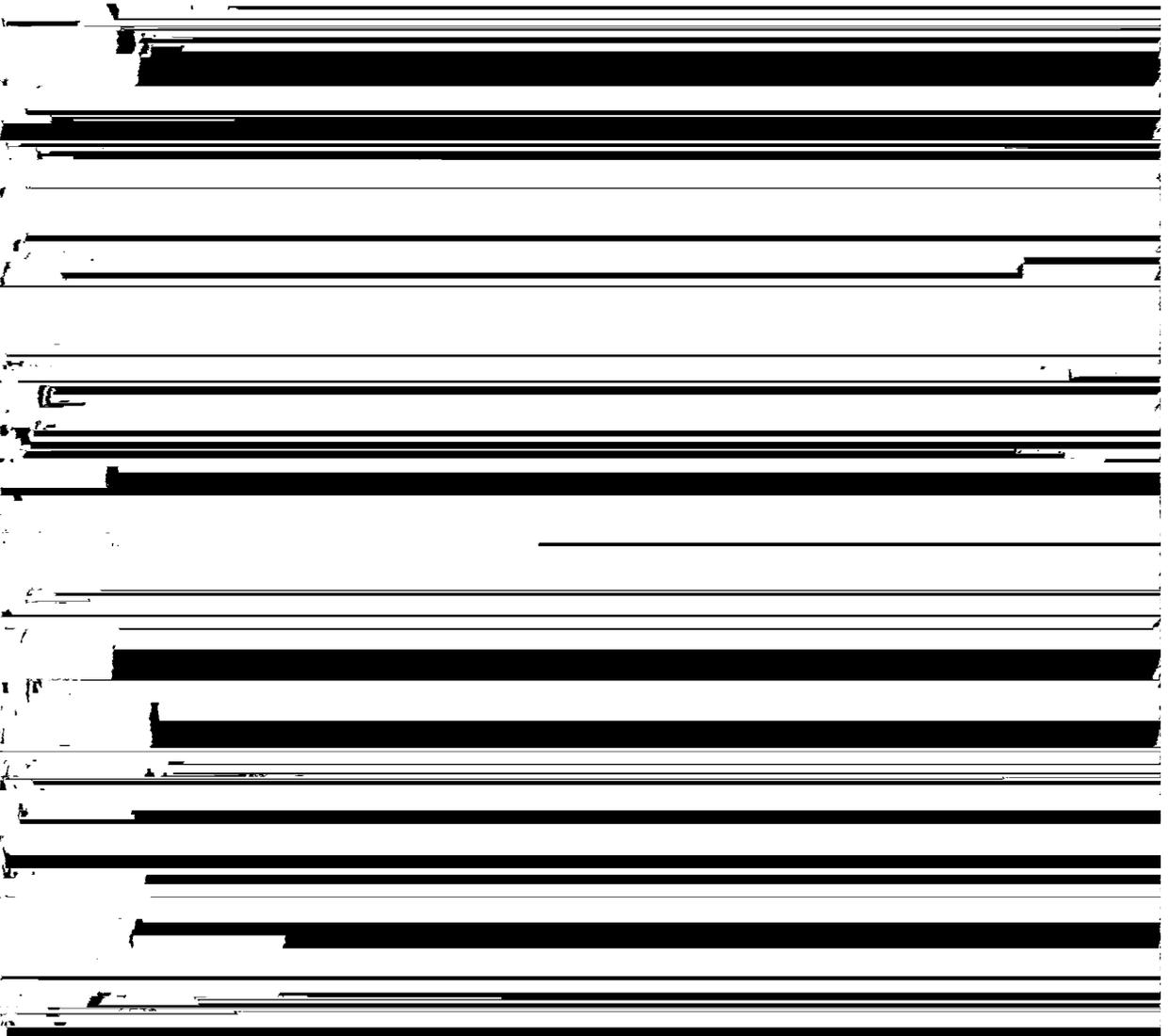
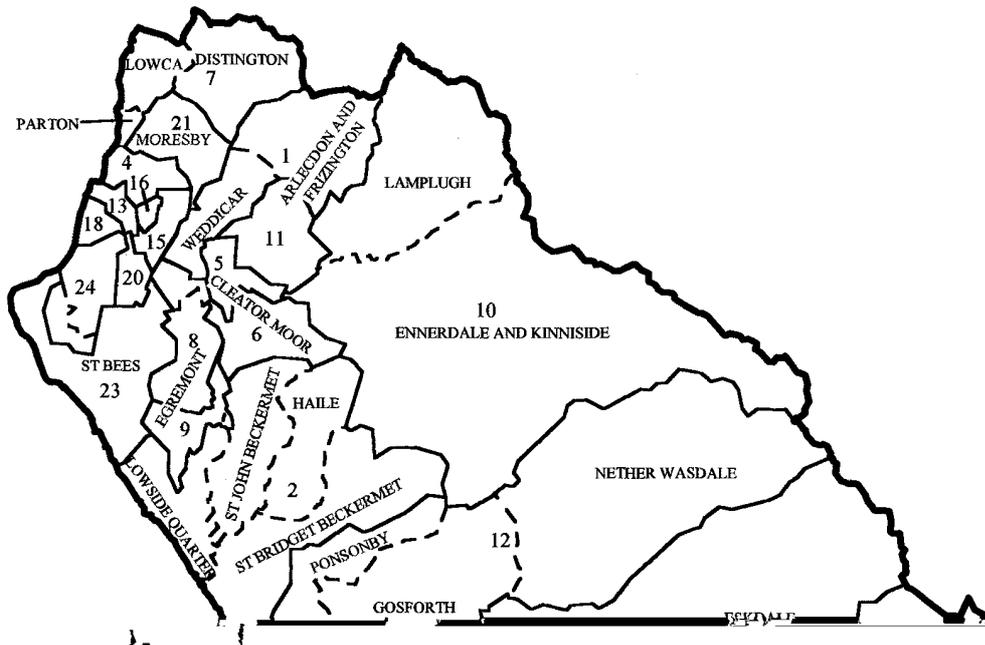


Figure 4:  
The Commission's Final Recommendations for Copeland

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
1 Arlecdon	1	1,146	1,146	7	1,106	1,106	2
2 Beckermest	2	2,218	1,109	3	2,177	1,089	1
3 Bootle	1	1,119	1,119	4	1,101	1,101	2
4 Bransty (Whitehaven town)	3	3,299	1,100	3	3,558	1,186	10
5 Cleator Moor North	3	3,153	1,051	-2	3,131	1,044	-3
6 Cleator Moor South	2	2,308	1,154	8	2,256	1,128	4
7 Distington	3	3,284	1,095	2	3,366	1,122	4
8 Egremont North	3	3,181	1,060	-1	3,113	1,038	-4
9 Egremont South	3	3,039	1,013	-6	2,971	990	-8
10 Ennerdale	1	776	776	-28	740	740	-32
11 Frizington	2	1,959	980	-9	2,089	1,045	-3
12 Gosforth	1	1,200	1,200	12	1,155	1,155	7
13 Harbour (Whitehaven town)	3	3,151	1,050	-2	3,206	1,069	-1
14 Haverigg (Millom town)	1	1,034	1,034	-4	1,084	1,084	0
15 Hensingham (Whitehaven town)	3	3,331	1,110	4	3,343	1,114	3
16 Hillcrest (Whitehaven town)	2	2,200	1,100	3	2,375	1,188	10
17 Holborn Hill (Millom town)	2	1,971	986	-8	1,953	977	-10
18 Kells (Whitehaven town)	2	2,015	1,008	-6	1,967	984	-9
19 Millom Without	1	1,175	1,175	10	1,125	1,125	4
20 Mirehouse (Whitehaven town)	3	3,616	1,205	12	3,573	1,191	10

*continued overleaf*

Figure 4 (continued):  
The Commission's Final Recommendations for Copeland

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
21 Moresby	1	1,034	1,034	-4	1,084	1,084	0
22 Newtown (Millom town)	3	2,849	950	-11	2,895	965	-11
23 St Bees	1	1,203	1,203	12	1,299	1,299	20
24 Sandwith (Whitehaven town, part)	2	2,058	1,029	-4	2,048	1,024	-5
25 Seascale	2	2,374	1,187	11	2,395	1,198	11
<b>Totals</b>	<b>51</b>	<b>54,693</b>	—	—	<b>55,110</b>	—	—
<b>Averages</b>	—	—	<b>1,072</b>	—	—	<b>1,081</b>	—

Source: Electorate figures are based on data provided by Copeland 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.

## 6. NEXT STEPS

<sup>95</sup> Having completed our review of electoral arrangements in Copeland and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

<sup>96</sup> 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.

<sup>97</sup> All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

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



# APPENDIX A

## Final Recommendations for Copeland: Detailed Mapping

The following maps illustrate the Commission's proposed ward boundaries for the Copeland 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, A3, A4, A5 and the large map inserted in the back of the report.

**Map A2** illustrates the proposed ward boundary between Egremont North and Egremont South.

**Map A3** illustrates the proposed Ingwell parish ward of St Bees parish.

**Map A4** illustrates the proposed warding of St John Beckermest parish.

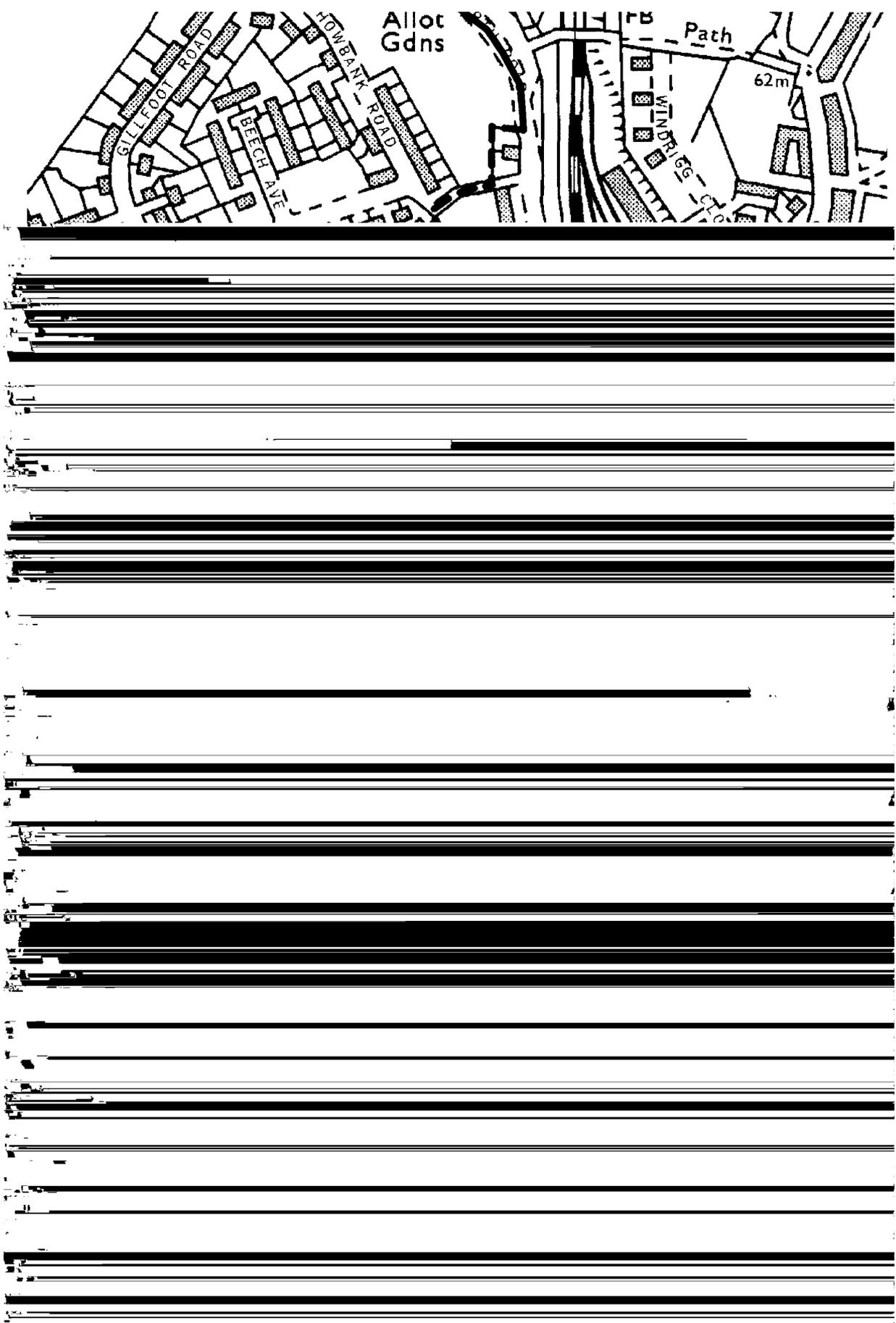
**Map A5** illustrates the proposed warding of Millom Without parish.

The **large map** inserted in the back of this report illustrates the Commission's proposed warding for Whitehaven town, and indicates the proposed warding of St Bees parish.

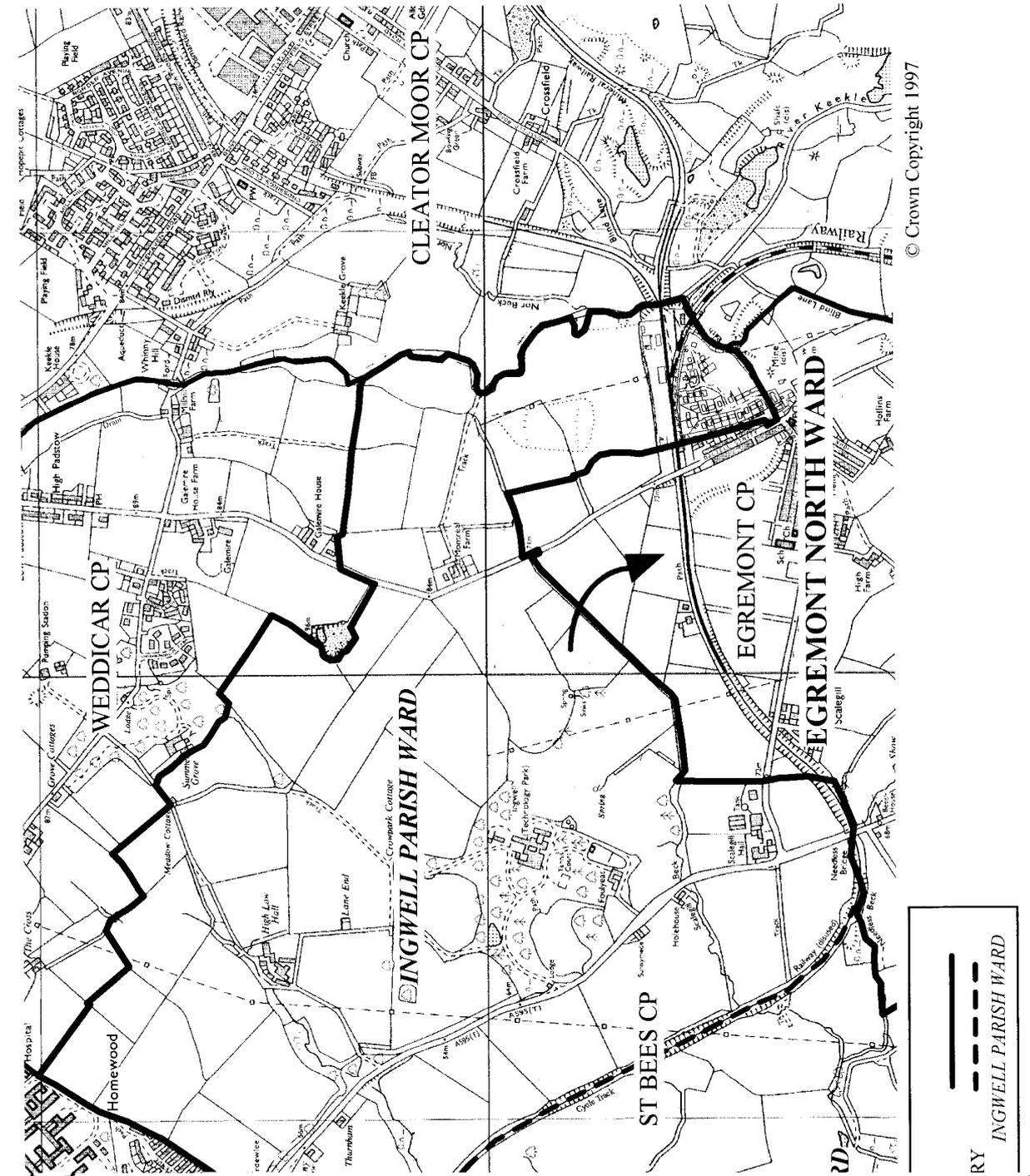
Map A1:  
Final Recommendations for Copeland: Key Map



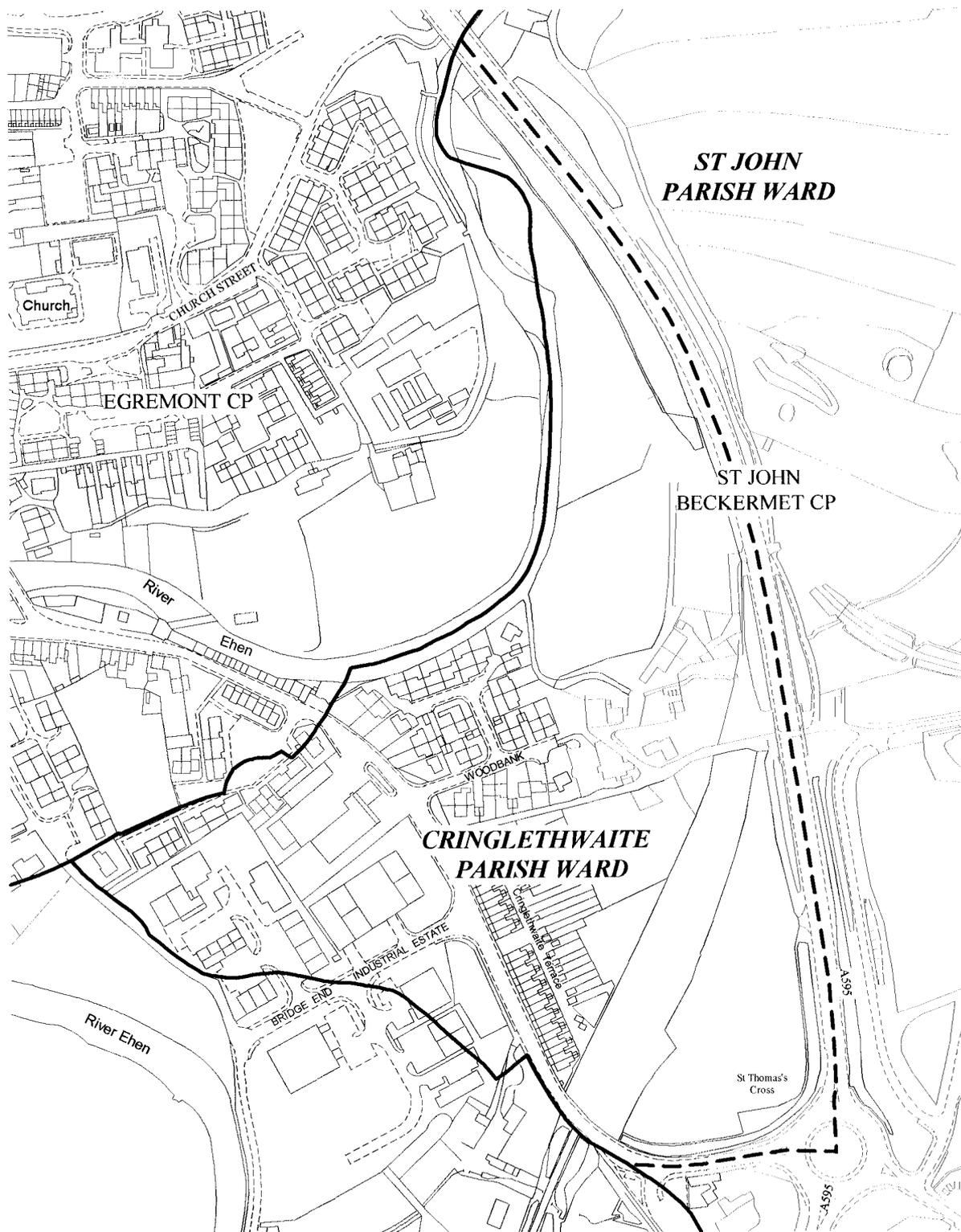
Map A2:  
Proposed Ward Boundary between Egremont North and Egremont South



Map A3:  
Proposed Ingwell Parish Ward of St Bees Parish



Map A4:  
 Proposed Warding of St John Beckermets Parish



KEY	
EXISTING PARISH BOUNDARY	—————
PROPOSED PARISH WARD BOUNDARY	- - - - -
PROPOSED PARISH WARD NAME	<i>ST JOHN PARISH WARD</i>

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# APPENDIX B

## Draft Recommendations for Copeland

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

Ward name	Number of councillors	Constituent areas
1 Arlecdon	1	Ennerdale ward (part – Arlecdon parish ward of Arlecdon & Frizington parish); Cleator Moor North ward (part – Weddicar parish)
2 Beckermest	2	Beckermest ward (part – the parishes of Haile, Lowside Quarter and St Bridget Beckermest, and the proposed St John parish ward of St John Beckermest parish)
3 Bootle	1	Bootle ward (part – the parishes of Bootle and Waberthwaite); Melthwaite ward (part – Muncaster parish)
4 Bransty (Whitehaven town)	3	<i>Unchanged</i>
5 Cleator Moor North	3	Cleator Moor North ward (part – North parish ward of Cleator Moor parish); Cleator Moor South ward (part of South parish ward of Cleator Moor parish)
6 Cleator Moor South	2	Cleator Moor South ward (part of South parish ward of Cleator Moor parish)
7 Distington	3	Distington ward (Distington parish); Howgate ward (part – the parishes of Lowca and Parton)
8 Egremont North	3	Egremont North ward (part of North parish ward of Egremont parish)
9 Egremont South	3	Egremont South ward (South parish ward of Egremont parish); Egremont North ward (part of North parish ward of Egremont parish); Beckermest ward (part – the proposed Cringlethwaite parish ward of St John Beckermest parish)
10 Ennerdale	1	Ennerdale ward (part – the parishes of Ennerdale & Kinniside and Lamplugh); Gosforth ward (part – Nether Wasdale parish)
11 Frizington	2	<i>Unchanged</i> (Frizington parish ward of Arlecdon & Frizington parish)

*continued overleaf*

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

	<b>Ward name</b>	<b>Number of councillors</b>	<b>Constituent areas</b>
12	Gosforth	1	Gosforth ward (part – the parishes of Gosforth and Ponsonby)
13	Harbour (Whitehaven town)	3	Harbour ward; Hensingham ward (part)
14	Haverigg (Millom town)	1	Haverigg ward (Haverigg parish ward of Millom parish); Millom Without ward (part – the proposed Haverigg parish ward of Millom Without parish)
15	Hensingham (Whitehaven town)	3	Hensingham ward (part); Hillcrest ward (part)
16	Hillcrest (Whitehaven town)	2	Hillcrest ward (part)
17	Holborn Hill (Millom town)	2	<i>Unchanged</i> (Holborn Hill parish ward of Millom parish)
18	Kells (Whitehaven town)	2	<i>Unchanged</i>
19	Millom Without	1	Millom Without ward (part – the proposed Millom Without parish ward of Millom Without parish, and Ulpha parish); Bootle ward (part – Whicham parish)
20	Mirehouse (Whitehaven town)	3	Mirehouse East ward; Mirehouse West ward
21	Moresby	1	Howgate ward (part – Moresby parish)
22	Newtown (Millom town)	3	<i>Unchanged</i> (Newtown parish ward of Millom parish)
23	Sandwith & St Bees (Whitehaven town, part)	3	Sandwith ward; St Bees ward (St Bees parish)
24	Seascale	2	Seascale ward (Seascale parish); Melthwaite ward (part – the parishes of Drigg & Carleton, Eskdale and Irton with Santon)

*Note: Whitehaven is the only unparished area in the borough.*

Figure B2:  
The Commission's Draft Recommendations for Copeland

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
1 Arlecdon	1	1,146	1,146	7	1,106	1,106	2
2 Beckermest	2	2,218	1,109	3	2,177	1,089	1
3 Bootle	1	1,119	1,119	4	1,101	1,101	2
4 Bransty (Whitehaven town)	3	3,299	1,100	3	3,558	1,186	10
5 Cleator Moor North	3	3,316	1,105	3	3,294	1,098	2
6 Cleator Moor South	2	2,145	1,073	0	2,093	1,047	-3
7 Distington	3	3,284	1,095	2	3,366	1,122	4
8 Egremont North	3	3,111	1,037	-3	3,043	1,014	-6
9 Egremont South	3	3,039	1,013	-6	2,971	990	-8
10 Ennerdale	1	853	853	-20	814	814	-25
11 Frizington	2	1,959	980	-9	2,089	1,045	-3
12 Gosforth	1	1,123	1,123	5	1,081	1,081	0
13 Harbour (Whitehaven town)	3	3,151	1,050	-2	3,206	1,069	-1
14 Haverigg (Millom town)	1	1,034	1,034	-4	1,084	1,084	0
15 Hensingham (Whitehaven town)	3	3,331	1,110	4	3,343	1,114	3
16 Hillcrest (Whitehaven town)	2	2,200	1,100	3	2,375	1,188	10
17 Holborn Hill (Millom town)	2	1,971	986	-8	1,953	977	-10
18 Kells (Whitehaven town)	2	2,015	1,008	-6	1,967	984	-9
19 Millom Without	1	1,175	1,175	10	1,125	1,125	4
20 Mirehouse (Whitehaven town)	3	3,616	1,205	12	3,573	1,191	10
21 Moresby	1	1,034	1,034	-4	1,084	1,084	0

*continued overleaf*

Figure B2 (continued):  
The Commission's Draft Recommendations for Copeland

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
22 Newtown (Millom town)	3	2,849	950	-11	2,895	965	-11
23 Sandwith & St Bees (Whitehaven town, part)	3	3,331	1,110	4	3,417	1,139	5
24 Seascale	2	2,374	1,187	11	2,395	1,198	11
<b>Totals</b>	<b>51</b>	<b>54,693</b>	—	—	<b>55,110</b>	—	—
<b>Averages</b>	—	—	<b>1,072</b>	—	—	<b>1,081</b>	—

Source: Electorate figures are based on data from Copeland 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.



