

LOCAL  
GOVERNMENT  
COMMISSION  
FOR ENGLAND

FINAL  
RECOMMENDATIONS  
ON THE FUTURE  
ELECTORAL  
ARRANGEMENTS FOR  
SOUTH LAKELAND  
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 South Lakeland in Cumbria.

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Professor Malcolm Grant (Chairman)

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 district of South Lakeland 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 confirmed our draft recommendations, subject to one modification in the light of further evidence (see paragraph 87). This report sets out our final recommendations for changes to electoral arrangements in South Lakeland.

We recommend that South Lakeland District Council should be served by 52 councillors representing 47 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 Council should continue to be elected by thirds.

I would like to thank members and officers of the District 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 South Lakeland 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 South Lakeland:

- **in 33 of the 47 wards, the number of electors represented by each councillor varies by more than 10 per cent from the average for the district;**
- **in 16 wards the number of electors represented by each councillor varies by more than 20 per cent from the average, three of which vary by 40 per cent or more;**
- **by 2001, the number of electors per councillor in 32 wards is expected to vary by more than 10 per cent from the average, with four wards varying by more than 40 per cent.**

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

- **South Lakeland District Council should be served by 52 councillors, the same as at present;**
- **there should be 47 wards, the same as at present;**
- **the boundaries of 40 of the existing wards should be modified, while seven wards should retain their existing boundaries;**
- **elections should continue to take place by thirds.**

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

- **In 35 of the 47 wards the number of electors**

**per councillor would vary by no more than 10 per cent from the district average, with only one ward, Burton & Holme, varying by more than 20 per cent.**

- **By 2001, the number of electors per councillor is projected to vary by no more than 10 per cent from the average in 42 wards.**

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

- **new warding arrangements for the parishes of Kendal, Ulverston, Windermere and Pennington;**
- **an increase in the number of town councillors for Kendal and Ulverston.**

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

Ward name	Number of councillors	Constituent areas	Map reference
1 Arnside & Beetham	2	Arnside ward (Arnside parish); Beetham ward (Beetham parish)	Map 2
2 Broughton	1	<i>Unchanged</i> (the parishes of Angerton, Broughton West, Dunnerdale-with-Seathwaite and Kirkby Ireleth)	Map 2
3 Burneside	1	Burneside ward (part – the parishes of Strickland Ketel and Strickland Roger); Lyth Valley ward (part – Underbarrow & Bradleyfield parish)	Map 2
4 Burton & Holme	1	<i>Unchanged</i> (the parishes of Burton-in-Kendal and Holme)	Map 2
5 Cartmel	1	Cartmel ward (part – Lower Allithwaite parish)	Map 2
6 Coniston	1	Coniston ward (the parishes of Coniston, Skelwith and Torver); Crake Valley ward (part – Blawith & Subberthwaite parish); Colton & Haverthwaite ward (part – West parish ward of Colton parish)	Map 2
7 Crake Valley	1	Crake Valley ward (part – the parishes of Egton with Newland, Lowick, Mansriggs and Osmotherly); Pennington ward (part – Pennington parish ward of Pennington parish as amended)	Maps 2 and A3
8 Crooklands	1	Endmoor ward (part – the parishes of Preston Patrick and Preston Richard); Hutton ward (part – the parishes of Hutton Roof, Lupton and Mansergh)	Map 2
9 Grange	2	<i>Unchanged</i> (Grange-over-Sands parish)	Map 2
10 Hawkshead	1	Hawkshead ward (the parishes of Claife, Hawkshead and Satterthwaite); Colton & Haverthwaite ward (part – Central and East parish wards of Colton parish)	Map 2
11 Holker	1	<i>Unchanged</i> (Lower Holker parish)	Map 2
12 Kendal Castle	1	Kendal Castle ward (part)	Large map
13 Kendal Far Cross	1	Kendal Far Cross ward (part); Kendal Castle ward (part)	Large map
14 Kendal Fell	1	Kendal Fell ward (part); Kendal Strickland ward (part)	Large map



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>
15	Kendal Glebelands	1	Kendal Glebelands ward (part); Kendal Stonecross ward (part)	Large map
16	Kendal Heron Hill	1	Kendal Heron Hill ward; Kendal Nether ward (part); Kendal Oxenholme ward (part)	Large map
17	Kendal Highgate	1	Kendal Highgate ward (part); Kendal Fell ward (part); Kendal Glebelands ward (part)	Large map
18	Kendal Kirkland	1	Kendal Glebelands ward (part); Kendal Highgate ward (part)	Large map
19	Kendal Mintsfeet	1	Kendal Mintsfeet ward (part); Kendal Far Cross ward (part)	Large map
20	Kendal Nether	1	Kendal Nether ward (part); Kendal Heron Hill ward (part)	Large map
21	Kendal Oxenholme	1	Kendal Oxenholme ward (part); Kendal Nether ward (part)	Large map
22	Kendal Parks	1	Kendal Heron Hill ward (part); Kendal Oxenholme ward (part)	Large map
23	Kendal Stonecross	1	Kendal Stonecross ward (part)	Large map
24	Kendal Strickland	1	Kendal Strickland ward (part); Kendal Underley ward (part)	Large map
25	Kendal Underley	1	Kendal Underley ward (part); Kendal Fell ward (part)	Large map
26	Kirkby Lonsdale	1	<i>Unchanged</i> (the parishes of Barbon, Casterton and Kirkby Lonsdale)	Map 2
27	Lakes Ambleside	2	<i>Unchanged</i> (Ambleside parish ward of Lakes parish)	Map 2
28	Lakes Grasmere	1	<i>Unchanged</i> (Grasmere parish ward of Lakes parish)	Map 2
29	Levens	1	Levens ward (part – Levens parish); Milnthorpe ward (part – Heversham parish)	Map 2
30	Low Furness & Swarthmoor	2	Low Furness ward (the parishes of Aldingham and Urswick); Pennington ward (part – Swarthmoor parish ward of Pennington parish as amended)	Maps 2 and A3

*continued overleaf*

*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>
31 Lyth Valley	1	Lyth Valley ward (part – the parishes of Crosthwaite & Lyth, Meathop & Ulpha and Witherslack); Cartmel Fell ward (part – Upper Allithwaite parish)	Map 2
32 Milnthorpe	1	Milnthorpe ward (part – Milnthorpe parish)	Map 2
33 Natland	1	Endmoor ward (part – the parishes of Natland and Stainton); Levens ward (part – the parishes of Helsington, Hincaster and Sedgwick)	Map 2
34 Sedbergh	2	Sedbergh ward (the parishes of Dent, Garsdale and Sedbergh); Hutton ward (part – Middleton parish)	Map 2
35 Staveley-in-Cartmel	1	Cartmel ward (part – Broughton East parish); Cartmel Fell ward (the parishes of Cartmel Fell and Staveley-in-Cartmel); Colton & Haverthwaite ward (part – Haverthwaite parish)	Map 2
36 Staveley-in-Westmorland	1	Staveley-in-Westmorland ward (the parishes of Hugill, Kentmere, Nether Staveley and Over Staveley); Burneside ward (part – Crook parish)	Map 2
37 Ulverston Central	1	Ulverston Central ward (part); Ulverston South ward (part); Ulverston West ward (part)	Large map
38 Ulverston East	1	Ulverston East ward; Ulverston Central ward (part); Ulverston North ward (part); Ulverston South ward (part)	Large map
39 Ulverston North	1	Ulverston North ward (part); Ulverston West ward (part)	Large map
40 Ulverston South	1	Ulverston South ward (part)	Large map
41 Ulverston Town	1	Ulverston Central ward (part); Ulverston North ward (part)	Large map
42 Ulverston West	1	Ulverston West ward (part)	Large map
43 Whinfell	1	Whinfell ward (the parishes of Docker, Fawcett Forest, Grayrigg, Lambrigg, Longsleddale, Scalthwaite, Skelsmergh, Whinfell and Whitwell & Selside); Hutton ward (part – the parishes of Firbank, Killington, New Hutton and Old Hutton & Holmescales)	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>
44	Windermere Applethwaite	1	Windermere Applethwaite ward; Windermere Bowness South ward (part); Windermere Town ward (part)	Map A2
45	Windermere Bowness North	1	Windermere Bowness North ward (part)	Map A2
46	Windermere Bowness South	1	Windermere Bowness South ward (part)	Map A2
47	Windermere Town	1	Windermere Town ward (part); Windermere Bowness North ward (part)	Map A2

*Note: The wards in Kendal, Ulverston and Windermere are district wards as well as parish wards of the respective parishes.*



# 1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the district of South Lakeland 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 South Lakeland District 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 district, Members of Parliament and the Member of the European Parliament with constituency interests in the district, 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 District 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 South Lakeland 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> South Lakeland covers around 1,600 square kilometres, much of which is within the Lake District National Park, while the south-east of the area extends into the Yorkshire Dales National Park. The geography of the area ranges from hills and moorland to mountains and lakes which form natural barriers and lead to sparse settlement, particularly in the north and west. Lake Windermere, the longest lake in the country, extends over nearly 17 kilometres. The south of the district is bounded by Morecambe Bay. There are six market towns in the district: Kendal, the largest, Sedbergh, Kirkby Lonsdale, Broughton, Milnthorpe and Ulverston, as well as the town of Windermere. Tourism is the mainstay of the local economy but there is a strong manufacturing sector. Since the last electoral review in 1978, the electorate has increased by over 9,000 (about 12 per cent). South Lakeland district contains 76 parishes.

<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 district in percentage terms. In the report, this calculation may also be described as 'electoral variance'.

<sup>8</sup> The District Council has 52 councillors elected from 47 wards (Map 1 and Figure 2). Five wards are each represented by two councillors while the remaining 42 wards are single-member wards. The Council is elected by thirds, with the next elections due in May 1998. The electorate of the district is 82,091 (February 1996) and each councillor represents an average of 1,579 electors. The District Council forecasts that the electorate will increase by about 2 per cent to 83,421 by the year 2001, which would change the average number of electors per councillor to 1,604 (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 district. As a result, in 33 of the 47 wards, the number of electors per councillor varies by more than 10 per cent from the average, in 16 wards it varies by more than 20 per cent and in three wards by 40 per cent or more. The most significant electoral imbalance is in Low Furness ward where the councillor represents 2,239 electors, 42 per cent more than the district average.





Map 1 (continued):  
Existing Wards in South Lakeland

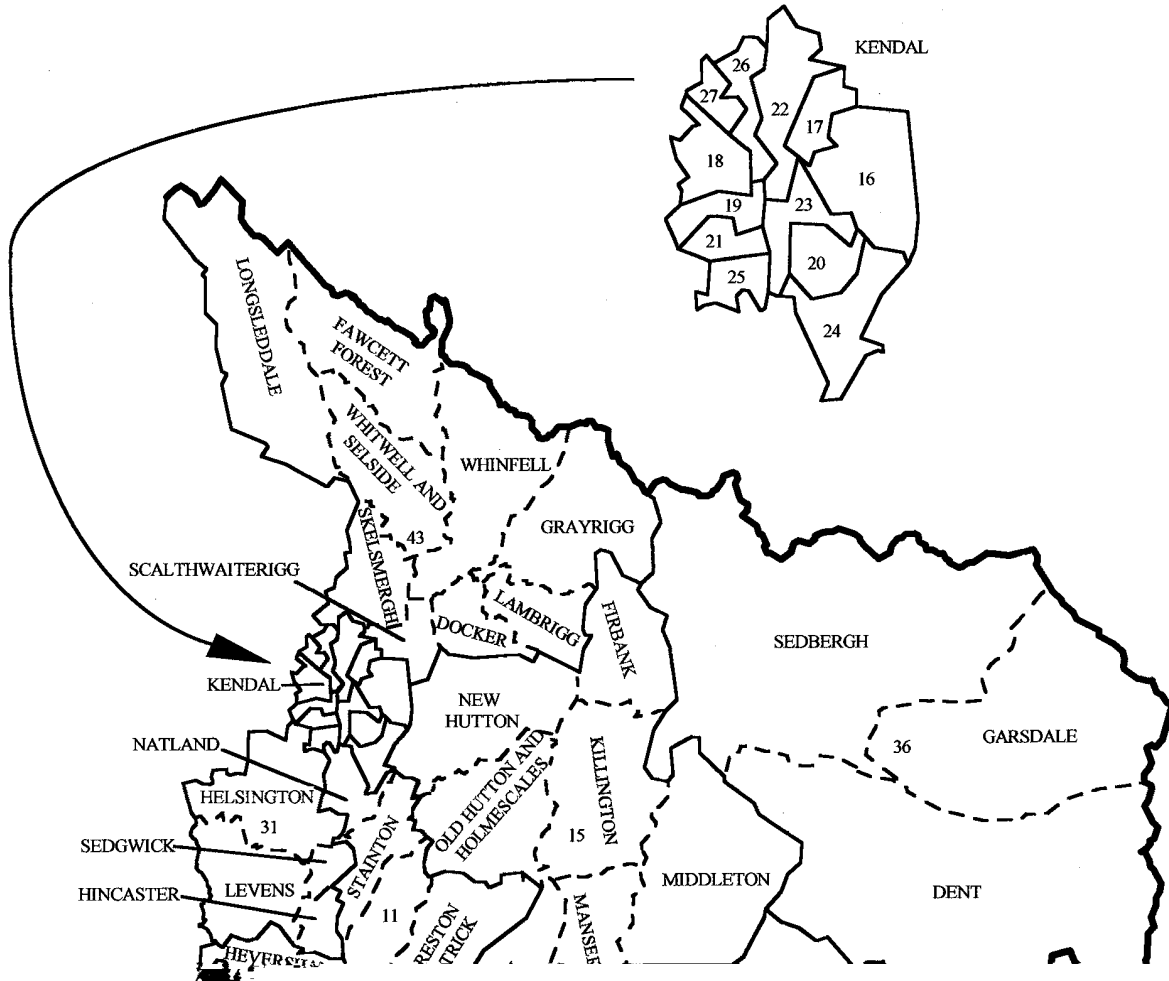


Figure 2:  
Existing Electoral Arrangements

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 Arnside	1	1,930	1,930	22	1,967	1,967	23
2 Beetham	1	1,428	1,428	-10	1,432	1,432	-11
3 Broughton	1	1,888	1,888	20	1,866	1,866	16
4 Burneside	1	1,563	1,563	-1	1,576	1,576	-2
5 Burton and Holme	1	1,967	1,967	25	1,973	1,973	23
6 Cartmel	1	1,583	1,583	0	1,537	1,537	-4
7 Cartmel Fell	1	1,365	1,365	-14	1,331	1,331	-17
8 Colton and Haverthwaite	1	1,393	1,393	-12	1,358	1,358	-15
9 Coniston	1	1,156	1,156	-27	1,127	1,127	-30
10 Crake Valley	1	1,247	1,247	-21	1,208	1,208	-25
11 Endmoor	1	2,141	2,141	36	2,146	2,146	34
12 Grange	2	3,441	1,721	9	3,507	1,754	9
13 Hawkshead	1	1,101	1,101	-30	1,073	1,073	-33
14 Holker	1	1,392	1,392	-12	1,390	1,390	-13
15 Hutton	1	1,131	1,131	-28	1,132	1,132	-29
16 Kendal Castle	1	1,850	1,850	17	1,862	1,862	16
17 Kendal Far Cross	1	1,447	1,447	-8	1,448	1,448	-10
18 Kendal Fell	1	1,627	1,627	3	1,629	1,629	2
19 Kendal Glebelands	1	2,112	2,112	34	2,141	2,141	33
20 Kendal Heron Hill	1	2,162	2,162	37	2,807	2,807	75
21 Kendal Highgate	1	1,830	1,830	16	1,915	1,915	19
22 Kendal Mintsfeet	1	1,437	1,437	-9	1,440	1,440	-10
23 Kendal Nether	1	1,775	1,775	12	1,786	1,786	11
24 Kendal Oxenholme	1	1,872	1,872	19	1,930	1,930	20

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 %
25 Kendal Stonecross	1	1,790	1,790	13	1,802	1,802	12
26 Kendal Strickland	1	1,583	1,583	0	1,731	1,731	8
27 Kendal Underley	1	1,446	1,446	-8	1,589	1,589	-1
28 Kirkby Lonsdale	1	1,789	1,789	13	1,799	1,799	12
29 Lakes Ambleside	2	3,290	1,645	4	3,167	1,584	-1
30 Lakes Grasmere	1	1,509	1,509	-4	1,471	1,471	-8
31 Levens	1	1,463	1,463	-7	1,503	1,503	-6
32 Low Furness	1	2,239	2,239	42	2,273	2,273	42
33 Lyth Valley	1	1,247	1,247	-21	1,199	1,199	-25
34 Milnthorpe	1	2,225	2,225	41	2,311	2,311	44
35 Pennington	1	1,414	1,414	-10	1,649	1,649	3
36 Sedbergh	2	2,712	1,356	-14	2,796	1,398	-13
37 Staveley-in-Westmorland	1	1,398	1,398	-11	1,363	1,363	-15
38 Ulverston Central	1	1,320	1,320	-16	1,315	1,315	-18
39 Ulverston East	1	1,194	1,194	-24	1,202	1,202	-25
40 Ulverston North	1	1,351	1,351	-14	1,406	1,406	-12
41 Ulverston South	2	3,035	1,518	-4	3,142	1,571	-2
42 Ulverston West	2	2,448	1,224	-22	2,504	1,252	-22
43 Whinfell	1	946	946	-40	922	922	-43
44 Windermere Applethwaite	1	1,351	1,351	-14	1,332	1,332	-17
45 Windermere Bowness North	1	1,942	1,942	23	1,893	1,893	18
46 Windermere Bowness South	1	1,773	1,773	12	1,728	1,728	8

*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 %
47 Windermere Town	1	1,788	1,788	13	1,743	1,743	9
<b>Totals</b>	<b>52</b>	<b>82,091</b>	—	—	<b>83,421</b>	—	—
<b>Averages</b>	—	—	<b>1,579</b>	—	—	<b>1,604</b>	—

Source: Electorate figures are based on South Lakeland District 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 district. The minus symbol (-) denotes a lower than average number of electors. For example, in 1996, electors in Whinfell ward were relatively over-represented by 40 per cent, while electors in Low Furness ward were relatively under-represented by 42 per cent. Figures have been rounded to the nearest whole number.

### 3. DRAFT RECOMMENDATIONS

<sup>10</sup> During Stage One we received representations from South Lakeland District Council, Barrow & Furness Conservative Association (Ulverston Joint Committee), nine parish and town councils, one parish meeting, three district councillors, one local group and two residents. 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 South Lakeland in Cumbria*. We proposed that:

- (a) South Lakeland District Council should be served by 52 councillors representing 48 wards;
- (b) the boundaries of all wards in the towns of Kendal, Ulverston and Windermere should be modified;
- (c) the boundaries of 19 of the existing 26 wards outside the three towns should be modified, with no change to seven wards.

#### **Draft Recommendation**

South Lakeland District Council should comprise 52 councillors, serving 48 wards. The Council should continue to be elected by thirds.

<sup>11</sup> Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in 36 of the 48 wards varying by no more than 10 per cent from the district average. This level of electoral equality was expected to improve further by 2001.



## 4. RESPONSES TO CONSULTATION

12 During the consultation on our draft recommendations report, 26 representations were received. A list of all respondents is available on request from the Commission.

### **South Lakeland District Council**

13 The District Council reiterated its preferred option for no change to the existing arrangements. However, if change was considered necessary it agreed with our draft recommendations, with the exception of our proposal for a two-member Arnside and Beetham ward. The Council restated its Stage One proposal that the two single-member wards of Arnside and Beetham should remain unchanged. It also urged the Commission to ensure that the date for elections for any new wards should be May 1999 to ensure sufficient time for administrative changes. However, the timing of elections is a matter for the Secretary of State.

### **Kendal Labour Party**

14 Kendal Labour Party supported our draft recommendations in their entirety.

### **Ulverston Labour Party**

15 Ulverston Labour Party opposed our draft recommendation for a reduction in the number of district councillors representing Ulverston town from seven to six. It also considered that the two-member Ulverston South ward should be retained, as our proposal for two single-member wards would split the Croftlands housing estate.

### **Parish and Town Councils**

16 In response to our draft recommendations we received representations from 11 of the 73 parish and town councils, and parish meetings, in the district.

17 Ulverston Town Council was concerned at the reduction in the number of district councillors representing the town from seven to six. It stated that although our proposal for six single-member

wards would reflect the overall pattern of single-member wards in the district, some two-member wards would remain and it considered that “any proposals should be uniform”.

18 Beetham Parish Council opposed our draft recommendation to combine Beetham parish with Arnside parish in a two-member ward. The Parish Council stated that the parishes have different identities: Arnside is more urban and compact, while Beetham “is a much more rural area with very different concerns”.

19 Blawith with Subberthwaite, Egton with Newland, Lowick, Pennington and Urswick parish councils opposed our draft recommendation for Crake Valley ward on community identity grounds. Blawith with Subberthwaite Parish Council also forwarded a petition with around 100 signatures supporting the view that it should be linked with parishes to the south rather than with parishes to the north.

20 Pennington and Urswick parish councils also opposed our draft recommendation for Swarthmoor ward (which would comprise Swarthmoor parish ward of Pennington parish with Urswick parish ward of Urswick parish) on community identity grounds.

21 Colton Parish Council opposed our draft recommendation to include different wards of the parish in revised Coniston and Hawkshead wards. It considered that the geography of the area would make the proposal “unworkable” and that the parish would have no community identity with the areas with which it would form district wards.

22 Broughton East and Haverthwaite parish councils opposed our draft recommendation for Staveley-in-Cartmel ward and favoured no change to the existing wards in the area to reflect community identities. Underbarrow & Bradleyfield Parish Council opposed our draft recommendation for Burneside ward, stating that it did not want to be included in a ward with the parishes of Strickland Roger and Strickland Ketel.

23 Duddon (Joint) Parish Council, representing Angerton, Broughton and Dunnerdale-with-Seathwaite parishes, proposed an adjustment to the

district's boundary with Copeland borough so that the whole of the Duddon Valley would be in South Lakeland district. The Parish Council considered that its proposal would provide for more convenient service provision and would better reflect local communities. However, we are unable to review the administrative boundaries between local authorities or parishes as part of this review.

## **Other Representations**

<sup>24</sup> We received a further 10 representations during Stage Three – from Cumbria County Council, two district councillors, one local group and six residents. The County Council advised us that it did not oppose our draft recommendations. Councillor Spendlove, member for Crake Valley ward, opposed our draft recommendation for Crake Valley ward and supported the current arrangements, particularly in the west of the district. Councillor Wallis, member for Low Furness ward, and Urswick Womens' Institute (which forwarded a petition containing 19 signatures), both opposed our draft recommendation to combine the Swarthmoor area with part of Urswick parish to form a new Swarthmoor ward, on community identity grounds. Three residents of Stainton with Adgarley (in Urswick parish) also opposed our proposed changes to the existing Low Furness ward, considering that combining the Swarthmoor area with part of Urswick parish would not reflect community identities.

<sup>25</sup> Three residents of Windermere considered that the number of councillors serving on Windermere Parish Council should be reduced from 20 to either 16 or 12, in order to reduce administrative costs and to ensure that all the seats on the council are filled without the need for co-opting councillors.



## 5. ANALYSIS AND FINAL RECOMMENDATIONS

26 As indicated previously, our prime objective in considering the most appropriate electoral arrangements for South Lakeland 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”.

27 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.

28 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.

29 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

30 During Stage One the District Council submitted electorate forecasts for the period 1996 to 2001, projecting an increase in the electorate of about 2 per cent over the five-year period from 82,091 to 83,421. 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 from the District Council on the likely effect on electorates of ward boundary changes has been obtained. In our draft recommendations report we accepted that this was 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.

31 We received no comments on the Council's electorate projections during Stage Three, and remain satisfied that they provide the best estimates presently available.

### Council Size

32 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.

33 South Lakeland District Council is at present served by 52 councillors. The Council did not propose any change to council size during Stage One. 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 a council of 52 members. In its Stage Three submission, the District Council supported the proposed council size and we have

not received any evidence to persuade us to move away from this view.

## Electoral Arrangements

34 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) Kendal (12 wards);
- (b) Ulverston (five wards);
- (c) Windermere (four wards);
- (d) Grange ward;
- (e) Lakes (two wards);
- (f) rural wards (23 wards).

## The Urban Wards

### Kendal

35 Kendal currently comprises the 12 wards of Castle, Far Cross, Fell, Glebelands, Heron Hill, Highgate, Mintsfeet, Nether, Oxenholme, Stonecross, Strickland and Underley. The number of electors per councillor varies by more than 10 per cent from the average for the district in seven of the 12 wards. The town as a whole is currently under-represented, with two wards, Glebelands and Heron Hill, each being under-represented by more than 30 per cent. The District Council identified electorate growth in Heron Hill, Strickland and Underley, where housing development is due to take place over the period to 2001. In order to achieve electoral equality, the Council proposed boundary changes to all the existing wards and the creation of two new wards: Kendal Kirkland, which would cover part of the existing wards of Glebelands and Highgate; and Kendal Parks, which would include part of the existing wards of Heron Hill and Oxenholme.

36 The District Council stated that its proposal had the support of the political parties in the town and the Town Council. We acknowledged that Kendal is currently under-represented, and that taking into account the projected electorate growth, the town merits 14 councillors, given the retention of 52 councillors for the district, and endorsed the Council's proposals as our draft recommendation. Under our draft recommendation, only four of the proposed 14 wards would have an electoral

variance of more than 10 per cent, with all wards projected to be within 10 per cent by 2001.

37 At Stage Three, both the District Council and Kendal Labour Party agreed with our draft recommendation and no further comments relating to the proposed 14 Kendal wards were received. Accordingly, we confirm our draft recommendation for these wards as final. The proposed boundaries in Kendal are illustrated on the large map inserted at the back of the report.

### Ulverston

38 The town of Ulverston currently comprises five wards: the three single-member wards of Central, East and North; and the two two-member wards of South and West. The town is currently over-represented with the number of electors per councillor in the five wards ranging from 4 per cent to 24 per cent below the district average (from 2 per cent to 25 per cent below in 2001).

39 In our draft recommendations, we endorsed the District Council's proposal for six single-member wards, reducing the overall number of councillors representing the town by one. The number of electors per councillor in Central, East, North, South, Town and West wards would be equal to the district average, 2 per cent below the average, 2 per cent above, 6 per cent below, 3 per cent below and 2 per cent above respectively, with all six wards varying by no more than 5 per cent from the average in 2001.

40 At Stage Three the District Council agreed with our draft recommendation for the town. However, Ulverston Town Council expressed concern over the reduction in the number of district councillors representing the town from seven to six. Ulverston Labour Party also opposed the reduced representation for the town. It was also concerned at the proposed division of the current two-member Ulverston South ward, arguing that the current ward is large enough to retain two members. Both the Town Council and the Labour Party argued that proposing single-member wards in the town was not consistent with our draft recommendations elsewhere in the district, where two-member wards had been proposed.

41 We maintain the view that Ulverston is over-represented and that the town merits a total of six councillors, based on a council size of 52. We considered the suggestion to combine our

proposed single-member wards of Ulverston South and Ulverston Central to form one two-member ward, retaining four single-member wards in the rest of the town. However, while we have recommended a limited number of two-member wards elsewhere in the district to reflect the geography or community identity of the area or achieve better electoral equality, we consider that six single-member wards would provide for clear accountability in Ulverston. It would also reflect the pattern of single-member wards in the towns of Kendal and Windermere. Accordingly, we confirm our draft recommendation for six single-member wards in Ulverston as final. The proposed boundaries are illustrated on the large map inserted at the back of the report.

## **Windermere**

42 In the four Windermere wards of Applethwaite, Bowness North, Bowness South and Town, the number of electors per councillor is currently 14 per cent below the district average, 23 per cent above, 12 per cent above and 13 per cent above respectively, although some overall improvement is expected by 2001.

43 As our draft recommendation, we endorsed the District Council's proposal for minor changes to the boundaries of each of the four wards in the town: between Applethwaite and Town, Bowness North and Town, and Bowness South and Applethwaite. Under the draft recommendation, the number of electors per councillor in Applethwaite, Bowness North, Bowness South and Town wards would be 7 per cent, 10 per cent, 12 per cent and 5 per cent above the district average respectively (4 per cent, 5 per cent, 7 per cent and 1 per cent above in 2001).

44 At Stage Three we received no further proposals for change and therefore confirm our draft recommendation for Windermere as final. The proposed boundaries are illustrated on Map A2 in Appendix A.

## **Grange ward**

45 Grange-over-Sands currently comprises a single two-member ward covering the town and parish. Although the number of electors per councillor is 9 per cent above the average in both 1996 and in 2001, at Stage One the District Council proposed no change to the ward, a view which was supported by Grange-over-Sands Town Council. While the town is relatively under-represented, in

our draft recommendations report we considered that its coastal location would make it difficult to achieve better electoral balance, as any alternative warding arrangement would have an adverse effect on electoral equality in the surrounding area. We therefore endorsed the District Council's proposal for no change to Grange ward as our draft recommendation.

46 At Stage Three we received no further proposals for this area and therefore confirm our draft recommendation as final.

## **Lakes**

47 Lakes parish contains the settlements of Grasmere and Ambleside and is covered by two wards: the single-member Lakes Grasmere ward and the two-member Lakes Ambleside ward. The number of electors per councillor is currently 4 per cent below and 4 per cent above the district average respectively (8 per cent below and 1 per cent below in 2001). In our draft recommendations report we endorsed the District Council's proposal for no change to the two wards due to the relatively good electoral equality which exists under the current arrangements. At Stage Three, we received no objections to our draft recommendation for these two wards and therefore confirm it as final.

## **The Rural Wards**

48 At Stage One the District Council proposed a re-configuration of the rural parishes in the rest of the district to form a total of 22 wards, one fewer than at present. It stated that "all the rural wards required collective consideration ... as change to one ward affects the size of adjacent wards". In considering changes to the wards, the District Council highlighted the constraints to the achievement of electoral equality in some areas: the comparatively sparse populations of the rural parishes and the geography of the area "with mountains, lakes and estuaries imposing limitations on the joining together of parishes". The District Council proposed that, with a council size of 52 and as a consequence of proposing equitable representation in the urban areas, the appropriate representation for the remaining rural areas of the district would be 23 councillors – a net reduction of one councillor from the current arrangements. In our draft recommendations report, we substantially endorsed the District's Council's proposals for these wards, with the exception of Arnside and Beetham which we proposed should

be combined to form a single two-member ward to provide an improved level of representation in the area.

49 In its Stage Three response, the District Council agreed with our draft recommendations, with the exception of our proposed Arnside and Beetham ward. We did, however, receive a number of other responses to our draft recommendations. The rural areas, based on the existing wards, are discussed in the following paragraphs.

### **Low Furness, Pennington and Crake Valley wards**

50 The number of electors per councillor in Low Furness ward, covering Urswick parish (which is currently warded) and Aldingham parish, is 42 per cent above the district average. Pennington parish currently forms a ward on its own and has 10 per cent fewer electors per councillor than the average, although the electorate is projected to increase by 235 by 2001.

51 At Stage One the District Council proposed that Swarthmoor ward of Pennington parish should be combined with Urswick ward of Urswick parish to form a new Swarthmoor district ward, with a minor adjustment to the boundary between the parish wards of Pennington parish; and the remaining wards of Urswick parish should be combined with Aldingham parish to form a new Aldingham district ward. The electoral variance would be 8 per cent in Swarthmoor and equal to the average in Aldingham (14 per cent and 1 per cent in 2001). In the light of the substantial improvement in electoral equality, we put forward these proposals as our draft recommendation.

52 At Stage Three the District Council agreed with our draft recommendation which reflected their Stage One proposals. We also received representations from Urswick Parish Council, Pennington Parish Council, Councillor Wallis, member for Low Furness ward, Urswick Womens' Institute and three residents in the area, all objecting to our draft recommendation on community identity grounds.

53 We consider that the imbalance in the existing Low Furness ward is too large to be allowed to continue (42 per cent). However, in the light of responses received with regard to the division of Urswick parish, we consider that a two-member ward comprising Aldingham parish and the whole of Urswick parish, together with Swarthmoor

parish ward of Pennington parish, as amended (detailed later and illustrated on Map A3 in Appendix A) would achieve similar overall electoral equality for the area to our draft recommendations, while better reflecting local communities. Our final recommendation, therefore, is for a two-member Low Furness & Swarthmoor ward where the number of electors per councillor would be 4 per cent above the district average (8 per cent in 2001).

54 Crake Valley ward currently comprises the parishes of Blawith and Subberthwaite, Egton with Newland, Lowick, Mansriggs and Osmotherley, and is relatively over-represented with an electoral variance of 21 per cent (25 per cent in 2001). As a consequence of the proposed changes involving Swarthmoor parish ward, we consulted on the District Council's proposal that the remaining Pennington parish ward of Pennington parish should be joined with the parishes of Egton with Newland, Lowick, Mansriggs and Osmotherley, to form a revised Crake Valley ward. The number of electors per councillor would be 7 per cent below the district average (5 per cent in 2001).

55 At Stage Three, Egton with Newland and Lowick parish councils opposed our draft recommendation. Urswick and Pennington parish councils both opposed the revised Crake Valley ward as part of their opposition to changing the existing Low Furness ward, as detailed above. Councillor Spendlove, member for Crake Valley ward, also opposed our draft recommendation for Crake Valley ward as part of his overall support for retaining the current arrangements, particularly in the west of the district. However, in the light of the significant electoral imbalances which currently exist in the area, and in the absence of any alternative proposals for change, we confirm our draft recommendation for Crake Valley ward as final.

### **Broughton, Coniston, Hawkshead and Colton & Haverthwaite wards**

56 Broughton ward, situated in the extreme west of the district, currently comprises Kirkby Ireleth, Angerton, Broughton West and Dunnerdale-with-Seathwaite parishes. The number of electors per councillor is 20 per cent above the district average (16 per cent in 2001). At Stage One the District Council proposed no change to this ward, stating that the particular geography of the area precluded any changes to reduce the current electoral imbalance. We considered alternative arrangements,

but found that the fells and moorland in the area hinder any reasonable changes which would meet the statutory criteria and therefore proposed no change as our draft recommendation. At Stage Three, the District Council agreed with our draft recommendation and no other representations were received. We therefore confirm our draft recommendation for Broughton ward as final.

57 The number of electors per councillor in the existing Coniston ward and Colton & Haverthwaite ward is 27 per cent and 12 per cent below the district average respectively. Coniston ward currently comprises the parishes of Coniston, Skelwith and Torver. At Stage One, the District Council stated that the geography of the area, with Coniston Water to the east and fells to the west, mean that the only viable area of change would be to the south since the ward's northern boundary is with Lakes Grasmere ward, for which no change is recommended. The Council proposed that Blawith with Subberthwaite parish be combined with West ward of Colton parish and the parishes of Coniston, Skelwith and Torver, to form a revised Coniston ward. In the light of the current electoral imbalance in the area, we endorsed the District Council's proposal as our draft recommendation. The number of electors per councillor in the revised Coniston ward would be 1 per cent below the district average (5 per cent below in 2001).

58 At Stage Three, Blawith with Subberthwaite and Colton parish councils opposed our draft recommendation on grounds of geography and community identity. Blawith with Subberthwaite Parish Council forwarded a petition containing about 100 signatures stating a preference for the parish to remain linked with parishes to the south in Crake Valley ward. Colton Parish Council also preferred no change to the current electoral arrangements in the area.

59 However, we consider that the electoral inequality in the existing wards is too large to sustain and, in the absence of any alternative proposals that would improve this inequality in an area where the geography restricts change, we confirm our draft recommendation for Coniston ward as final.

60 At Stage One, the District Council proposed that the remaining Central and East parish wards of Colton parish should form part of an extended Hawkshead ward, which currently contains the

parishes of Claife, Hawkshead and Satterthwaite. While acknowledging that this would result in the parish wards of Colton parish being included in two different district wards, we endorsed this proposal as our draft recommendation, agreeing with the District Council's view that if there is to be electoral equality, "there seemed to be no other sensible alternative given the geography [of the area]".

61 At Stage Three the District Council made no objection to our draft recommendation, although Colton Parish Council opposed our proposal as it would include the parish in two different wards. However, given that our draft recommendation would achieve improved electoral equality in an area where the geography limits alternative arrangements, and given that Colton parish is already warded, we are confirming our draft recommendation for Hawkshead ward as final.

### **Holker, Cartmel Fell, Cartmel, Lyth Valley, Burneside and Staveley-in-Westmorland wards**

62 In Holker ward, which currently covers Lower Holker parish only, the number of electors per councillor is 12 per cent below the district average (13 per cent in 2001). Options for change are limited in this area given that the ward is situated on the coast, has only one common land boundary with another district ward, Cartmel, and is separated from Low Furness ward by sand banks. In our draft recommendations, we endorsed the District Council's proposal for no change to Holker ward. At Stage Three, no alternative proposals were received and we are confirming our draft recommendation for the ward as final.

63 Cartmel Fell ward currently comprises the parishes of Cartmel Fell, Staveley-in-Cartmel and Upper Allithwaite, and the number of electors per councillor is 14 per cent below the district average (17 per cent in 2001). The number of electors per councillor in Cartmel ward, which currently comprises the parishes of Lower Allithwaite and Broughton East, is equal to the average (4 per cent below in 2001). Lyth Valley ward, comprising the parishes of Crosthwaite & Lyth, Meathop & Ulpha, Underbarrow & Bradleyfield and Witherslack, has 21 per cent fewer electors per councillor than the average (25 per cent in 2001).

64 In our draft recommendations we endorsed the

District Council's proposal for a re-configuration of the constituent parishes in order to improve electoral equality. Lower Allithwaite parish would form a revised Cartmel ward. A new ward, Staveley-in-Cartmel, would combine the parishes of Cartmel Fell and Staveley-in-Cartmel, currently in Cartmel Fell ward, with Haverthwaite parish from the existing Colton & Haverthwaite ward, and Broughton East parish from the existing Cartmel ward. Upper Allithwaite parish would be included within a revised Lyth Valley ward. Under our draft recommendation, the number of electors per councillor in Cartmel, Staveley-in-Cartmel and Lyth Valley wards would be 11 per cent below, 6 per cent below and 3 per cent above the district average respectively (15 per cent below, 10 per cent below and 2 per cent below the average in 2001).

<sup>65</sup> In response to our draft recommendation for Staveley-in-Cartmel ward, we received representations from Broughton East, Colton and Haverthwaite parish councils. Broughton East Parish Council objected to our proposed Staveley-in-Cartmel ward, stating that the parish has greater community identity with Lower Allithwaite parish to the south. Colton Parish Council, as indicated earlier, opposed our draft recommendation for this ward as a result of its opposition to including the parish in two different district wards. Haverthwaite Parish Council supported no change to the existing ward on community identity grounds. In its response to our revised Lyth Valley ward, Underbarrow & Bradleyfield Parish Council favoured no change.

<sup>66</sup> We cannot look at each ward in isolation of the neighbouring areas, however, and we consider that the electoral equality achieved by our draft recommendation for a re-configuration of the parishes would be adversely affected if we proposed no change to some of the existing wards. In the absence of alternative proposals which would provide better electoral equality than exists under the current arrangements, having regard to the statutory criteria, we confirm our draft recommendation for Cartmel, Staveley-in-Cartmel and Lyth Valley wards, as final.

<sup>67</sup> The number of electors per councillor in Burneside ward, which currently comprises the parishes of Crook, Strickland Ketel and Strickland Roger, is 1 per cent below the district average (2 per cent below in 2001). In our draft recommendations, we put forward the District Council's proposal that, as a result of changes to Lyth Valley ward (detailed earlier) and Staveley-

in-Westmorland ward (detailed below), Burneside ward should comprise the parishes of Underbarrow & Bradleyfield, Strickland Ketel and Strickland Roger. This proposal would maintain good electoral equality in Burneside ward.

<sup>68</sup> Staveley-in-Westmorland ward currently has 11 per cent fewer electors per councillor than the average for the district, and covers the parishes of Hugill, Kentmere, Nether Staveley and Over Staveley. As our draft recommendation, we consulted on the District Council's proposal that Crook parish, currently in Burneside ward, should form part of an extended Staveley-in-Westmorland ward, resulting in better electoral equality for the area as a whole, while having regard to the statutory criteria. Under our draft recommendation, the number of electors per councillor in Burneside and Staveley-in-Westmorland wards would be 2 per cent below and 9 per cent above the district average respectively (3 per cent and 5 per cent in 2001).

<sup>69</sup> At Stage Three, we received no alternative proposals for change for these wards and are confirming our draft recommendations as final.

### **Arnside, Beetham and Burton & Holme wards**

<sup>70</sup> The number of electors per councillor in Arnside and Beetham wards, which cover the parishes of the same names, is currently 22 per cent above and 10 per cent below the district average respectively (23 per cent above and 11 per cent below in 2001). At Stage One, the District Council proposed no change to these wards on community identity grounds. However, in the interests of electoral equality in the area, we consulted on the combination of the two single-member wards to form a single two-member ward. The number of electors per councillor in a new two-member Arnside & Beetham ward would be 6 per cent above the district average both now and in 2001.

<sup>71</sup> At Stage Three the District Council reiterated its support for the retention of two single-member wards in the area to reflect community identities. It stated that both the parish councils had expressed this view to the District Council. We also received a representation directly from Beetham Parish Council opposing our draft recommendation on community identity grounds.

<sup>72</sup> Having carefully considered the representations

received, we maintain our view that the electoral imbalances are too large overall to retain the existing wards and therefore confirm our draft recommendation for a two-member Arnside & Beetham ward as final.

73 The number of electors per councillor in Burton & Holme ward, comprising the two parishes of Burton-in-Kendal and Holme, is 25 per cent above the district average (23 per cent in 2001). At Stage One, the District Council proposed no change to this ward, stating that there would be no satisfactory method of separating the parishes and combining them with surrounding areas. We considered a number of options to reduce the imbalance in this area, including combining the ward with neighbouring parishes, but concluded that any change may have a detrimental effect on community identities and could adversely affect the improved electoral equality in the surrounding areas. We therefore put forward no change as our draft recommendation. No alternative proposals were received during Stage Three to address the electoral imbalance in this area, and we are therefore confirming our draft recommendation as final.

### **Whinfell, Hutton, Sedbergh, Kirkby Lonsdale, Levens, Milnthorpe and Endmoor wards**

74 In Whinfell ward, which comprises the parishes of Docker, Fawcett Forest, Grayrigg, Lambrigg, Longlesdale, Scalthwaiterigg, Skelsmergh, Whinfell and Whitwell & Selside, the number of electors per councillor is 40 per cent above the district average (43 per cent in 2001).

75 In the light of such a significant level of over-representation, at Stage One the District Council proposed that the parishes of Firbank, Killington, New Hutton and Old Hutton & Holmescales, currently in Hutton ward, should be combined with the existing Whinfell ward. We adopted this as part of our draft recommendation, and the number of electors per councillor in the modified Whinfell ward would be 3 per cent above the district average (equal to the average in 2001).

76 Hutton ward currently comprises the parishes of Hutton Roof, Lupton, Mansergh and Middleton, together with Firbank, Killington, New Hutton and Old Hutton & Holmescales, which we proposed should form part of a revised Whinfell ward. Endmoor ward comprises the parishes of Natland, Preston Patrick, Preston Richard and Stainton. Both these wards currently have high electoral imbalances, with

the number of electors per councillor being 28 per cent below the district average in Hutton ward and 36 per cent above the average in Endmoor ward (29 per cent and 34 per cent respectively in 2001).

77 As part of our draft recommendations we proposed that the parishes of Hutton Roof, Lupton and Mansergh (in Hutton ward), should be combined with the parishes of Preston Patrick and Preston Richard (in Endmoor ward), to form a new Crooklands ward, as submitted by the District Council. The number of electors per councillor in the new ward would be 3 per cent above the district average (2 per cent in 2001).

78 No further representations were received for these areas during Stage Three and we are confirming our draft recommendation for Crooklands ward and Whinfell ward as final.

79 The number of electors per councillor in Sedbergh ward is currently 14 per cent below the district average (13 per cent in 2001). The ward covers a large area of fells and moorland in the east of the district, combining the parishes of Dent, Garsdale and Sedbergh, and is served by two councillors.

80 In order to improve electoral equality in Sedbergh ward, and as a result of changes to neighbouring wards, at Stage One the District Council proposed that the ward should be extended to include Middleton parish (currently in Hutton ward). Our draft recommendation for this area reflected the District Council's proposal, which would result in the number of electors per councillor in Sedbergh ward being 11 per cent below the average (10 per cent in 2001), a marginal improvement on the current arrangements.

81 We received no further comments on our draft recommendation for Sedbergh ward and are confirming it as final.

82 The number of electors per councillor in Kirkby Lonsdale ward varies by 13 per cent from the district average (12 per cent in 2001). At Stage One the District Council proposed no change to the existing ward, which comprises the parishes of Barbon, Casterton and Kirkby Lonsdale, "due to the strong community ties shared by the three parishes". In our draft recommendations report, we considered that improved electoral equality in this area could only be achieved at a cost to electoral equality in the surrounding areas and to the existing strong community affinities. We therefore proposed no change to Kirkby Lonsdale ward. At Stage Three, we received no further representations on this ward and confirm our draft

recommendation for the ward as final.

83 The existing Levens ward comprises the parishes of Helsington, Hincaster, Levens and Sedgwick, and the neighbouring Milnthorpe ward comprises the parishes of Heversham and Milnthorpe. The number of electors per councillor in these two wards is 7 per cent below and 41 per cent above the district average respectively (6 per cent and 44 per cent in 2001).

84 In its Stage One submission, the District Council proposed that Stainton and Natland parishes, currently in Endmoor ward, be combined with the parishes of Helsington, Hincaster and Sedgwick, currently in Levens ward, to form a new Natland ward. As a consequence of this proposal, the District Council proposed that Levens parish and Heversham parish be combined to form a revised Levens ward. Milnthorpe parish, with an electorate of 1,649, would form a ward on its own. We considered that these proposals would achieve better electoral equality without adversely affecting community identities, and put them forward as our draft recommendation.

85 At Stage Three, we received no further representations for this area and therefore confirm our draft recommendation as final. The number of electors per councillor in the proposed Natland, Levens and Milnthorpe wards would be 5 per cent below, 11 per cent below and 4 per cent above the district average respectively (6 per cent below, 10 per cent below and 8 per cent above in 2001).

## Electoral Cycle

86 In our draft recommendations report, we proposed that the present system of elections by thirds in South Lakeland district be retained. At Stage Three the District Council reiterated its support for this proposal. No other representations were received on this issue, and we are confirming this recommendation as final.

## Conclusions

87 Having considered carefully all the evidence and representations we have received in response to our consultation report, we have decided substantially to endorse our draft recommendations, subject to the modification that the parishes of Aldingham and Urswick be combined with Swarthmoor parish ward, to form a two-member Low Furness & Swarthmoor ward. Our draft recommendation for this area is set out in Appendix B. We have concluded that:

- (a) the council size should remain the same at 52;
- (b) there should be 47 wards, the same as at present;
- (c) the boundaries of 40 of the existing wards should be modified; and
- (d) elections should continue to be held by thirds.

88 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.

*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	52	52	52	52
Number of wards	47	47	47	47
Average number of electors per councillor	1,579	1,579	1,604	1,604
Number of wards with a variance more than 10 per cent from the average	33	12	32	5
Number of wards with a variance more than 20 per cent from the average	16	1	15	1



89 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 33 to 12, and further to five in 2001. We conclude that our recommendations would best meet the need for electoral equality, having regard to the statutory criteria.

### **Final Recommendation**

South Lakeland District Council should comprise 52 councillors serving 47 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 by thirds.

## **Parish and Town Council Electoral Arrangements**

90 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 of the 1972 Act. The Schedule provides that if a parish is to be divided between different district wards, it must also be divided into parish wards, so that each parish ward lies wholly within a single ward of the district. Accordingly, we propose a number of consequential parish ward changes, as detailed below.

91 In our draft recommendations report, we proposed that the parish wards for Kendal should be modified to reflect the proposed District Council wards in the town, with a consequential increase in councillors from 24 to 28. At Stage Three, both the District Council and Kendal Labour Party supported our draft recommendation. We therefore confirm our draft recommendation on the electoral arrangements for the parish of Kendal as final.

### **Final Recommendation**

Kendal Town Council should comprise 28 councillors representing 14 wards, with each ward returning two councillors. The parish ward boundaries should be modified to reflect the proposed District Council wards, as illustrated and named on the large map inserted at the back of the report.

92 At Stage One, Ulverston Town Council proposed no change to its parish ward boundaries, and proposed that four wards be represented by three councillors each and one represented by six councillors. However, in our draft recommendations report, we proposed that the parish wards for Ulverston should be modified to reflect the proposed District Council wards in the town, with a consequential increase in councillors from 15 to 18.

93 At Stage Three, Ulverston Town Council maintained its support for no change to the existing district warding arrangements in the town. However, in the light of our final recommendation for the District Council wards in Ulverston, we propose that the parish wards be modified to reflect the proposed District Council wards, which are unchanged from our draft recommendations report.

### **Final Recommendation**

Ulverston Town Council should comprise 18 councillors, representing six parish wards, with each ward returning three councillors. The parish ward boundaries should reflect the proposed District Council wards, as illustrated and named on the large map inserted at the back of the report.

94 At Stage One, we received a proposal from a resident for a reduction in the number of parish councillors for Windermere Parish Council. However, in our draft recommendations report we proposed that the Parish Council should continue to comprise 20 councillors, with amended boundaries to the four parish wards to reflect the four District Council wards in the town.

95 At Stage Three, we received representations from three Windermere residents supporting a reduction in the number of parish councillors. However, we are not aware of any desire by the Parish Council itself to reduce its number of councillors, and therefore confirm no change to the council size as our final recommendation. Under the Local Government and Ratings Act 1997, the District Council now has the power to review parishing arrangements in the district, including electoral arrangements of parish and town councils.

### **Final Recommendation**

Windermere Parish Council should comprise 20 councillors, representing four parish wards, with each ward returning five councillors. The parish ward boundaries should reflect the proposed District Council wards, as illustrated and named on Map A2 at Appendix A.

96 In our draft recommendations report, we adopted the District Council's proposed amendment to the boundary between Pennington and Swarthmoor parish wards of Pennington parish, to reflect the settlement patterns in the south-east of the parish. We consulted on the modified boundary, subject to a minor realignment to ensure the boundary follows ground detail, as advised by Ordnance Survey.

97 In its Stage Three representation, Pennington Parish Council opposed the District Council warding arrangements as they affect the parish, but made no specific reference to the modified parish ward boundary. However, in order to better reflect the settlement patterns in the parish, we confirm our draft recommendation for the parish ward boundary as final.

### **Final Recommendation**

The boundary between Pennington and Swarthmoor parish wards of Pennington parish should be modified, as illustrated on Map A3 at Appendix A.

98 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 district. We are confirming this recommendation as final.

### **Final Recommendation**

Elections for parish and town councils should be held at the same time as elections for principal authorities.

Figure 4:  
The Commission's Final Recommendations for South Lakeland

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 Arnside & Beetham	2	3,358	1,679	6	3,399	1,700	6
2 Broughton	1	1,888	1,888	20	1,866	1,866	16
3 Burneside	1	1,550	1,550	-2	1,563	1,563	-3
4 Burton & Holme	1	1,967	1,967	25	1,973	1,973	23
5 Cartmel	1	1,406	1,406	-11	1,360	1,360	-15
6 Coniston	1	1,559	1,559	-1	1,530	1,530	-5
7 Crake Valley	1	1,471	1,471	-7	1,532	1,532	-5
8 Crooklands	1	1,632	1,632	3	1,637	1,637	2
9 Grange	2	3,441	1,721	9	3,507	1,754	9
10 Hawkshead	1	1,602	1,602	1	1,549	1,549	-3
11 Holker	1	1,392	1,392	-12	1,390	1,390	-13
12 Kendal Castle	1	1,557	1,557	-1	1,569	1,569	-2
13 Kendal Far Cross	1	1,599	1,599	1	1,600	1,600	0
14 Kendal Fell	1	1,510	1,510	-4	1,512	1,512	-6
15 Kendal Glebelands	1	1,543	1,543	-2	1,576	1,576	-2
16 Kendal Heron Hill	1	1,379	1,379	-13	1,679	1,679	5
17 Kendal Highgate	1	1,407	1,407	-11	1,467	1,467	-9
18 Kendal Kirkland	1	1,481	1,481	-6	1,481	1,481	-8
19 Kendal Mintsfeet	1	1,534	1,534	-3	1,537	1,537	-4
20 Kendal Nether	1	1,475	1,475	-7	1,542	1,542	-4
21 Kendal Oxenholme	1	1,624	1,624	3	1,652	1,652	3
22 Kendal Parks	1	1,340	1,340	-15	1,660	1,660	3
23 Kendal Stonecross	1	1,601	1,601	1	1,613	1,613	1
24 Kendal Strickland	1	1,486	1,486	-6	1,644	1,644	2

*continued overleaf*

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

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 %
25 Kendal Underley	1	1,395	1,395	-12	1,548	1,548	-4
26 Kirkby Lonsdale	1	1,789	1,789	13	1,799	1,799	12
27 Lakes Ambleside	2	3290	1645	4	3,167	1,584	-1
28 Lakes Grasmere	1	1,509	1,509	-4	1,471	1,471	-8
29 Levens	1	1,408	1,408	-11	1,448	1,448	-10
30 Low Furness & Swarthmoor	2	3,281	1,641	4	3,450	1,725	8
31 Lyth Valley	1	1,627	1,627	3	1579	1,579	-2
32 Milnthorpe	1	1,649	1,649	4	1,735	1,735	8
33 Natland	1	1,501	1,501	-5	1,502	1,502	-6
34 Sedbergh	2	2,800	1,400	-11	2,884	1,442	-10
35 Staveley-in-Cartmel	1	1,484	1,484	-6	1,439	1,439	-10
36 Staveley-in-Westmorland	1	1,726	1,726	9	1,691	1,691	5
37 Ulverston Central	1	1,584	1,584	0	1,649	1,649	3
38 Ulverston East	1	1,540	1,540	-2	1,548	1,548	-4
39 Ulverston North	1	1,604	1,604	2	1,619	1,619	1
40 Ulverston South	1	1,486	1,486	-6	1,579	1,579	-2
41 Ulverston Town	1	1,524	1,524	-3	1,524	1,524	-5
42 Ulverston West	1	1,610	1,610	2	1,650	1,650	3
43 Whinfell	1	1,628	1,628	3	1,605	1,605	0
44 Windermere Applethwaite	1	1,695	1,695	7	1,676	1,676	4
45 Windermere Bowness North	1	1,740	1,740	10	1,691	1,691	5
46 Windermere Bowness South	1	1,761	1,761	12	1,716	1,716	7

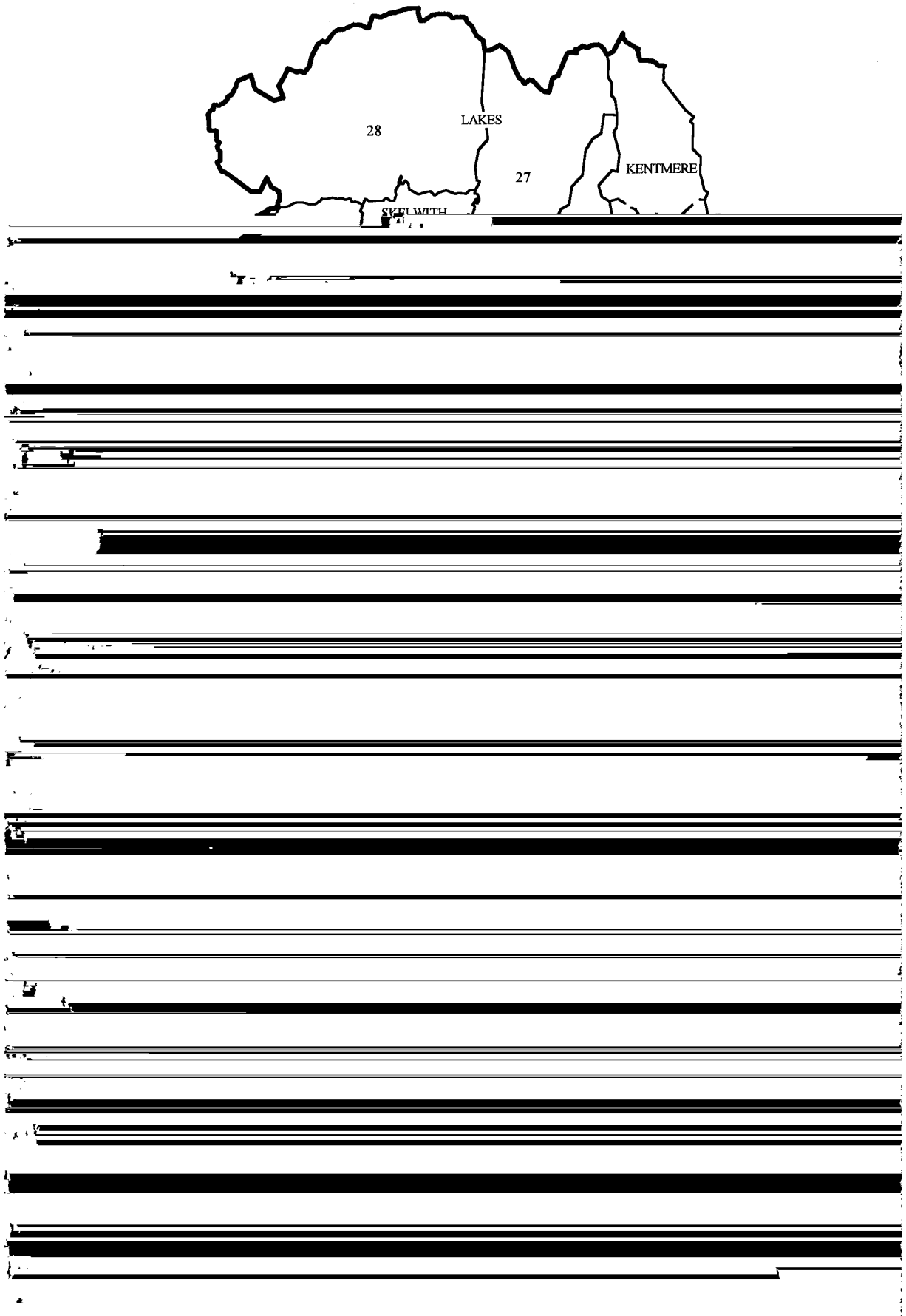
Figure 4 (continued):  
 The Commission's Final Recommendations for South Lakeland

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 %
47 Windermere Town	1	1,658	1,658	5	1,613	1,613	1
<b>Totals</b>	<b>52</b>	<b>82,091</b>	—	—	<b>83,421</b>	—	—
<b>Averages</b>	—	—	<b>1,579</b>	—	—	<b>1,604</b>	—

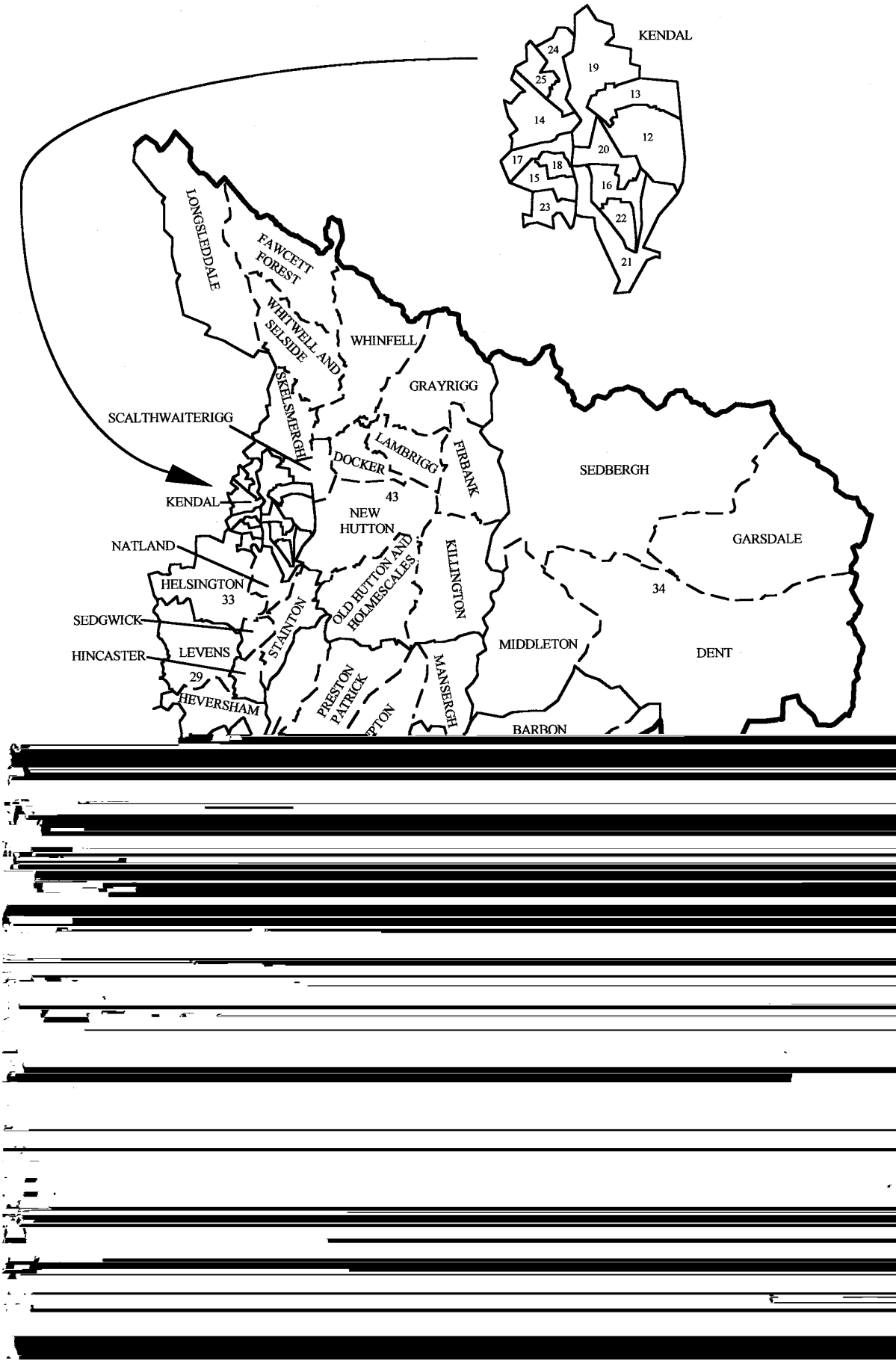
Source: Electorate figures are based on South Lakeland District Council's submission.

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 district. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

Map 2:  
*The Commission's Final Recommendations for South Lakeland*



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







## 6. NEXT STEPS

<sup>99</sup> Having completed our review of electoral arrangements in South Lakeland and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

<sup>100</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>101</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 South Lakeland: Detailed Mapping

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

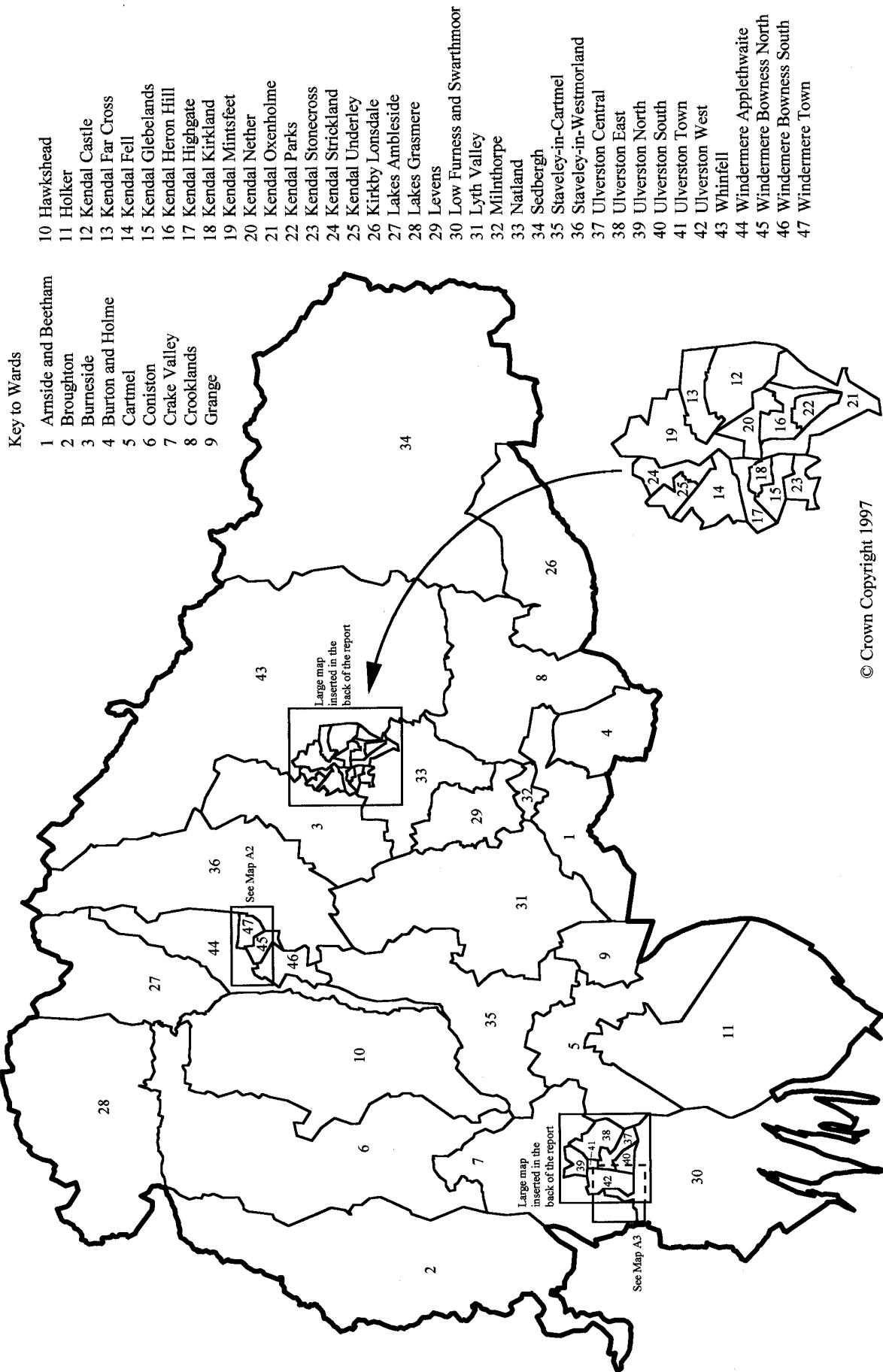
**Map A1** illustrates, in outline form, the proposed ward boundaries within the district and indicates the areas which are shown in more detail in Maps A2, A3 and the large map inserted in the back of the report.

**Map A2** illustrates the proposed ward boundaries in Windermere.

**Map A3** illustrates the proposed ward boundary for Pennington parish.

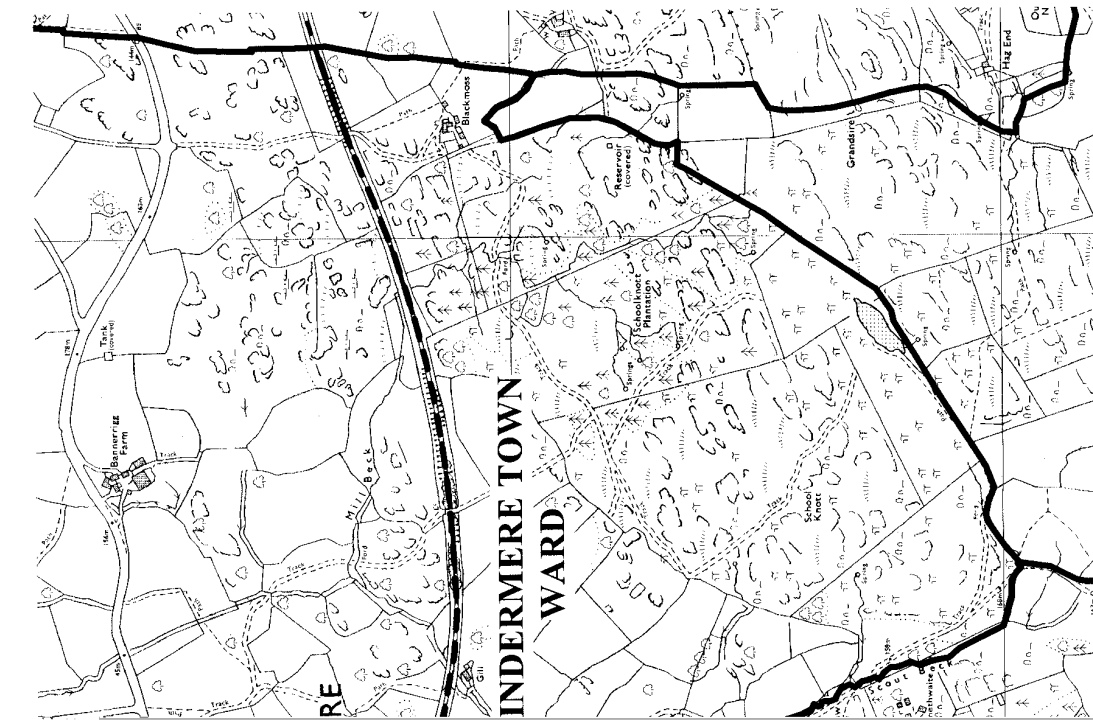
The **large map** inserted in the back of the report illustrates the proposed warding for Kendal and Ulverston.

Map A1:  
Final Recommendations for South Lakeland: Key Map



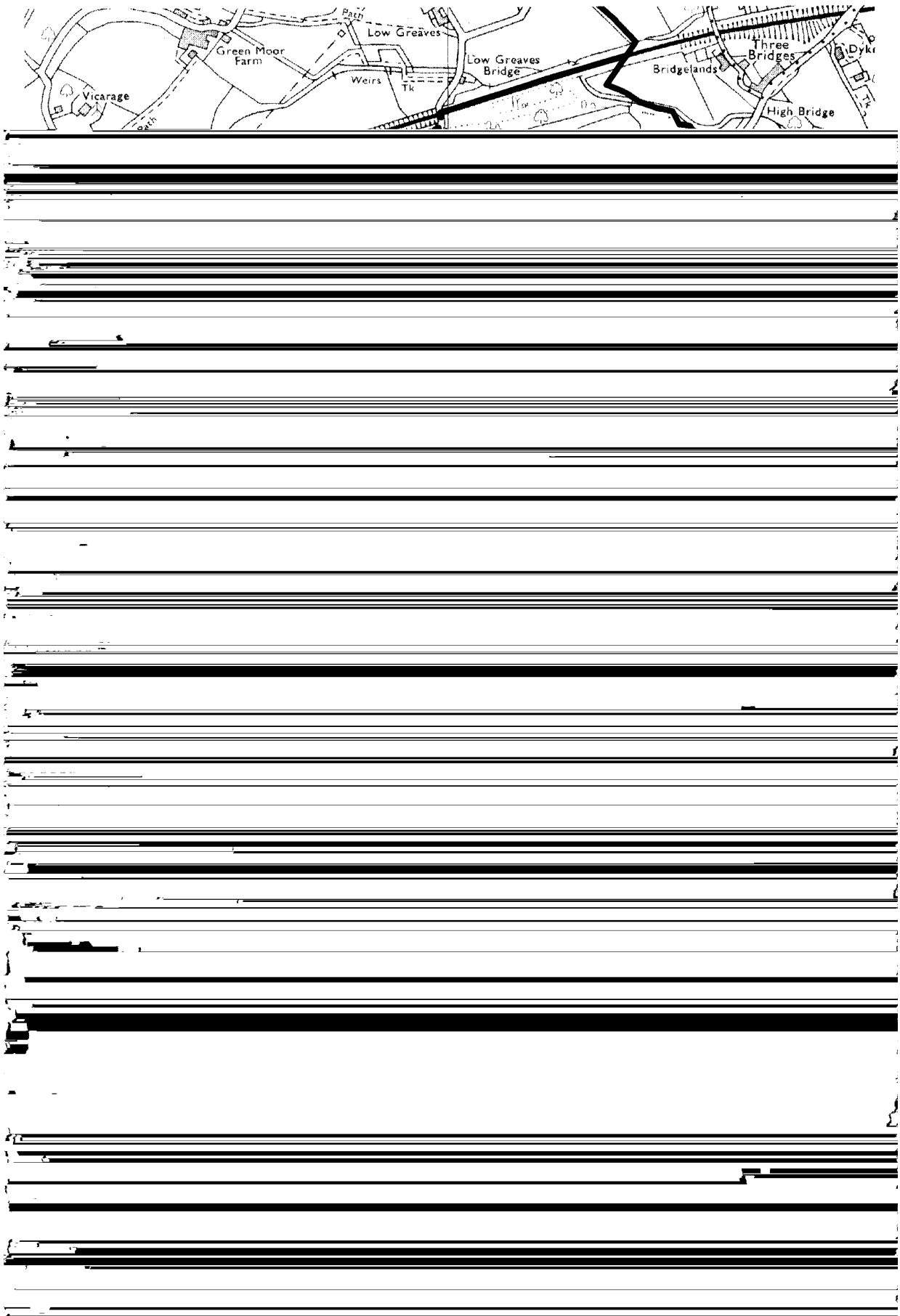
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Map A2:  
*Proposed Ward Boundaries for Windermere*



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Map A3:  
*Proposed Parish Ward Boundary for Pennington Parish*



# APPENDIX B

## Draft Recommendations for South Lakeland

Our final recommendations, detailed in Figures 1 and 4, differ from those we put forward as draft recommendations only in respect of Low Furness & Swarthmoor ward, where our draft proposals were as follows:

*Figure B1:*

*The Commission's Draft Recommendations: Constituent Areas*

Ward name	Number of councillors	Constituent areas
Aldingham	1	Low Furness ward (part – Aldingham parish, Bardsea and Stainton parish wards of Urswick parish)
Swarthmoor	1	Low Furness ward (part – Urswick parish ward of Urswick parish); Pennington ward (part – Swarthmoor parish ward of Pennington parish as amended)

*Figure B2:*

*The Commission's Draft Recommendations for South Lakeland*

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 %
Aldingham	1	1,580	1,580	0	1,614	1,614	1
Swarthmoor	1	1,701	1,701	8	1,836	1,836	14

*Source: Electorate figures are based on South Lakeland District Council's submission.*

