

CARLISLE CITY COUNCIL

Report to:- THE CHAIRMAN AND MEMBERS OF THE
FINANCE AND GENERAL PURPOSES SUB-COMMITTEE

Date of Meeting:- 21st August, 2001 Agenda Item No:-

Public	Operational	Delegated No
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Accompanying Comments and Statements	Required	Included
Environmental Impact Statement:	No	No
Corporate Management Team Comments:	No	No
City Treasurers Comments:	No	No
City Solicitor & Secretary Comments:	No	No
Head of Personnel Services Comments:	No	No

Title:- REVIEW OF PARISH BOUNDARIES AND ELECTORAL
ARRANGEMENTS

Report of:- TOWN CLERK AND CHIEF EXECUTIVE

Report reference:- TC 181/01

Summary:- In response to initial representations from interested parties on the review of parish boundaries and electoral arrangements, the Council decided that further consultations should be carried out before formal draft recommendations were prepared. This report summarises the results of these consultations and puts forward draft proposals.

NOTE: In compliance with Section 100D of the Local Government (Access to Information) Act 1985, the Report has been prepared in part from the following papers:-

Local Government and Rating Act 1997
Local Government Act 1972
Circular 11/97 from the Department of the Environment, Transport and the Regions

Recommendations:-

It is recommended that the following proposals be published as the Council's Draft Recommendations for public consultation:

- (a) the boundaries of Askerton parish remain unchanged and no parish council be established (page 7);
- (b) subject to the approval of parish meetings of both parishes, Carlatten and Cumrew be grouped under a common parish council and the number of Councillors for each parish be 2 for Carlatten and 4 for Cumrew (page 8);
- (c) Geltsdale parish be abolished and its area be incorporated into Castle Carrock parish (page 8);
- (d) the number of Councillors for Midgeholme be reduced from 9 to 5 (page 10);
- (e) Vallum ward of Stanwix Rural parish become unparished and the number of Stanwix Rural parish councillors be reduced from 15 to 12 (page 11);
- (f) Windsor Park be excluded from Stanwix Rural parish and parish, ward and electoral division boundaries in the area be altered accordingly (page 11);
- (g) the boundaries between of St. Cuthbert Without and Wetheral parishes (and corresponding ward and electoral division boundaries) be altered to transfer the whole of Carleton Grange to St. Cuthbert Without parish (page 12);
- (h) the Limes development, Durranhill Road be excluded from Wetheral parish and parish, ward and electoral division boundaries be altered accordingly (page 13);
- (i) the electoral arrangements for Hayton parish be revised in accordance with the scheme favoured by Hayton parish council (page 15);
- (j) the boundaries between Rockcliffe and Stanwix Rural parishes (and corresponding ward and electoral division boundaries) be altered to transfer the whole of Harker Park to Rockcliffe parish (page 16);
- (k) the detached part of Kingmoor parish be transferred to Stanwix Rural parish (page 16);
- (l) no changes be made to the boundaries or electoral arrangements of any other parish.

Introduction

- 1 The Council has statutory powers to carry out reviews of parish boundaries and electoral arrangements. These are set out in Appendix 1. Following consideration of Report TC 200/99, which explained the nature of such reviews and drew attention to specific requests for particular areas to be reviewed, the Council agreed to carry out a general review of parish arrangements. The review procedure is outlined in Appendix 2.
- 2 The review commenced in June 2000 when Parish Councils and other interested parties were invited to submit representations on matters to be reviewed. Report TC 182/00 summarised the initial representations received and, following consideration of that Report, the Council decided in November 2000 that before draft recommendations were prepared:
 - (a) those parish councils which had not yet responded to the review be urged to do so;
 - (b) electors in parishes without a parish council be consulted on the options for future arrangements in those parishes;
 - (c) City Councillors representing wards whose boundaries would be affected by any suggested parish boundary change be consulted on such proposals;
 - (d) electors in the following areas be consulted on whether they wish to remain parished:
 - Whiteclosegate portion of Vallum ward of Stanwix Rural parish;
 - Windsor Park estate (extension of Windsor Way);
 - Carleton Grange estate (off Garlands Road);
 - The Limes, Durranhill Road.
 - (e) electors affected by suggested boundary changes between the following parishes be consulted on the proposals:
 - Stanwix Rural/Rockcliffe/Kingmoor;
 - Kirklington/Scaleby
- 3 The Council also agreed that an alteration to the boundary between Orton and Cummersdale parishes, suggested by Orton Parish Council, was premature having regard to the development plans for the south west of the City and the Northern Development Route.

Parishing of the Unparished Urban Area

- 4 The Council also requested a further report on issues relating to parishing the urban part of the City. Carlisle Parish Councils Association had raised this issue when initially consulted on the review. Although they were not aware of any requests by residents or local groups seeking establishment of new parish councils, the Association considered that the matter should be debated within the context of the current review. The legal framework for establishment of parish councils applies equally in urban areas as it does in a rural context.
- 5 Government advice (DETR Circular 11/97), however, points to the problem of identifying the community upon which a parish might be based in an urban area. The lower population limits and provision for grouping of parishes, although applicable in law, are unlikely to be relevant to urban areas.
- 6 The question of parishing the urban area is currently under consideration in the context of possible future working arrangements under the new constitution of the authority and a further report will be prepared for Members' consideration.

Draft Recommendations

- 7 The additional consultations requested by the Council were completed by mid-February but further work on the review was then suspended while officers were otherwise committed preparing for the combined Parliamentary/postponed County Council elections. Details of the responses to the additional consultations are given in Appendix 3.
- 8 Draft recommendations have now been prepared having regard to all representations received and are discussed below. These recommendations all relate to the rural part of the City which is currently parished and can be implemented without prejudicing any future decisions which might be taken in respect of the unparished urban area. (This Report follows the same format as the earlier Report No. TC 182/00).

Current Parish Arrangements

- 9 Map 1 shows the existing pattern of parishes, together with the rural City ward boundaries. The parished part of the City comprises 37 parishes, 33 having parish councils, 3 being administered by parish meeting and one (Geltsdale) currently with no electors. The parishes vary considerably in size by both area and population, reflecting local circumstances. Parishes or wards of parishes are also used as the building-blocks to define rural City wards and County electoral divisions. The electorates, number of parish councillors for each parish and the number of electors per councillor are set out in the following Table.

Parish Electorates and Number of Councillors

2000/2001

<u>Parish</u>	<u>Electorate</u>	<u>Number of Councillors</u>	<u>Number of Electors per Councillor</u>
Arthuret	1902	15	126
Askerton	118	-	-
Beaumont	374	9	41
Bewcastle	335	9	37
Brampton	3333	15	222
Burgh-by-Sands	882	10	88
Burtholme	146	7	20
Carlatton	27	-	-
Castle Carrock	235	7	33
Cummersdale	406	9	45
Cumrew	66	-	-
Cumwhitton	253	8	31
Dalston	2064	15	137
Denton Nether	262	7	37
Denton Upper	73	5	14
Farlam	495	11	45
Geltsdale	0	-	-
Hayton	1783	11	162
Hethersgill	300	9	33
Irthington	602	10	60
Kingmoor	330	8	41
Kingwater	136	7	19
Kirkandrews	364	12	30
Kirklington Middle	285	8	35
Midgeholme	47	9	5
Nicholforest	312	8	39
Orton	310	8	38
Rockcliffe	601	9	66
Scaleby	262	8	33
Solport	140	5	28
Stanwix Rural	2356	15	157
Stapleton	189	7	27
St. Cuthbert Without	1551	15	103
Walton	240	8	30
Waterhead	96	7	14
Westlinton	291	8	36
Wetheral	4159	15	277
TOTAL	25325	314	

10 Having regard to the statutory requirements and the guidance from the Secretary of State, four particular issues emerged to be addressed during the review :

(a) parishes with no parish council

Government advice favours the establishment of parish councils. Those parishes which rely on government by parish meeting only may no longer be appropriate.

(b) small parishes with parish councils

Parishes with a parish council but an electorate below the statutory figure of 150 for the establishment of a parish council without District Council consent may no longer be large enough on their own to ensure effective and convenient local government.

(c) the impact of development at the fringes of the urban area of Carlisle

New housing developments are being or have been built close to or as extensions of the existing residential areas but within an existing parish. The residents of these new estates may not share the same community identity and interests as the rest of the parish.

(d) parishing of the unparished urban area

11 Items (a) to (c) are considered in turn below, followed by examination of specific requests for alterations to parish boundaries or electoral arrangements.

Parishes without a Parish Council

- 12 The three parishes which do not have parish councils and are administered by parish meeting are Askerton, Carlattan and Cumrew. (Parishes without parish councils must have at least two parish meetings of electors each year).

Askerton

- 13 Askerton has a scattered electorate of 118. The only small centre of population is Kirkcambeck in the south of the parish but there is no obvious centre of community identity. There have been no parish meetings in recent years. Neighbouring Bewcastle parish council had requested an enlargement of its area to incorporate properties in the Shopford area of Askerton parish which are close to the hamlet of Bewcastle. Residents of the properties concerned had indicated to Bewcastle parish council that they would prefer to be in that parish. If such a boundary change were made, however, the remaining part of Askerton would be even less viable as an independent unit.
- 14 Kingwater parish council would be agreeable to a re-alignment of its boundary to include the Kirkcambeck portion of Askerton and Stapleton parish council would accept the transfer of the western part of Askerton, subject to the agreement of the residents concerned. Map 2 illustrates the possible 3-way division of Askerton.
- 15 An alteration to the boundaries between Askerton, Kingwater and Bewcastle would involve a corresponding re-alignment of the boundary between Irthing and Lyne wards of the City and the Brampton & Gilsland and Longtown & Bewcastle electoral divisions of the County.
- 16 All electors in Askerton were asked for their views on abolition of the parish. 77% replied and of those 93% wish to retain the parish and only 7% favour its division and incorporation into neighbouring parishes. Many respondents added comments strongly objecting to the possible disappearance of the parish. In response to the suggestion that the parish should be abolished, two parish meetings have also been held to discuss the matter. The consensus was that the parish has a long history, a distinctive heritage and a sense of identity which should not be lost. The view was also taken that as the parish had no communal facilities such as a village hall or playing fields and raises no parish precept there was no need for a parish council to be established. (Only parishes with more than 200 electors must have a parish council.) Although no parish meetings had been held for a number of years, it was agreed to hold the statutory minimum of two per year.
- 17 Having regard to government advice which stresses the importance of local community feeling and the wishes of local inhabitants (see Appendix 1), it is recommended that the boundaries of Askerton parish remain unchanged and no parish council be established.

Carlton and Cumrew

- 18 The electorates of the adjoining parishes of Carlton and Cumrew (27 and 66 respectively) fall well below the statutory guidelines for the establishment of parish councils. Residents were asked for their views on the options of grouping or amalgamating, either together or with either of the adjoining parishes of Castle Carrock or Cumwhitton (see Map 3). Both Castle Carrock and Cumwhitton parish councils have indicated that they would have no objection to enlargement to include Carlton and/or Cumrew but felt that it was a matter which should not be imposed on the smaller parishes if they would rather stay independent. A meeting between the Chairmen of all four parish councils and the City and County Councillors was also held to discuss the various options .
- 19 56% of Carlton electors responded to consultation and 60% of those favoured joining with Cumrew, 33% with Cumwhitton and 7% with Castle Carrock. Of the 38% of Cumrew electors who replied, 72% were in favour of joining with Carlton while 28% preferred amalgamation with Castle Carrock. A number of respondents, while recognising community links with Castle Carrock or Cumwhitton, commented on the similarities between Carlton and Cumrew and expressed a desire to retain a degree of independence. Most preferred grouping the parishes to amalgamation – under a grouping arrangement both parishes would continue to exist but with a common parish council; amalgamation involves abolishing existing parishes and creating a new parish and parish council.
- 20 In order to reflect existing community identities and to take account of the wishes of local residents, it is recommended that, subject to the approval of parish meetings of both parishes, Carlton and Cumrew be grouped under a common parish council and the number of Councillors for each parish be 2 for Carlton and 4 for Cumrew.

Geltsdale

- 21 Geltsdale parish has no electors and serves no purpose as a local government unit. It adjoins Castle Carrock parish and is linked to it by road. As Castle Carrock would be the most appropriate parish with which Geltsdale could be amalgamated, it is recommended that Geltsdale parish be abolished and its area be incorporated into Castle Carrock parish.

Small Parishes with Parish Councils

- 22 There are six other parishes with less than 150 electors each, namely Burtholme, Denton Upper, Kingwater, Midgeholme, Solport and Waterhead. Each has a parish council.

Burtholme

- 23 Burtholme is a compact parish whose 146 electors are concentrated in the village of Lanercost and the hamlet of Banks. It is separated from neighbouring parishes by the identifiable boundaries of the River Irthing to the south and Mill Beck to the west and north.

Denton Upper

- 24 Denton Upper parish is small both in area and electorate (73) and, like the neighbouring parish of Waterhead, includes part of the village of Gilsland.
- 25 Combination or grouping with Waterhead had been considered by Denton Upper parish council but they were very much in favour of both parishes remaining independent. Waterhead is much larger geographically and, Gilsland apart, has a more widely distributed population. Denton Upper is also physically separated from Waterhead by the River Irthing and from Nether Denton parish to the west by a stretch of largely uninhabited upland.
- 26 Waterhead parish council likewise wished to maintain the status quo. They took the view that important local issues, such as responding to consultation on the management of Hadrian's Wall which runs through the parish, were best represented by the local community.

Kingwater

- 27 Kingwater parish has a widely scattered electorate of 136. As indicated in paragraph 14 above, the parish council would be agreeable to enlargement to incorporate part of Askerton but otherwise has not requested any change to the current arrangements.

Midgeholme

- 28 Midgeholme parish has a very low electorate of 47, centred on the small settlement of Midgeholme. It is also considered to be over-represented with nine parish councillors. Although no comments on the present review have been received from either Midgeholme or Farlam parish councils, amalgamation of these parishes has been discussed by them in the past. If Midgeholme were considered to be no longer viable, Farlam would be the appropriate parish with which it could be combined or grouped.

Solport

- 29 Solport has a scattered electorate of 140 and no centre of population. It is, however, clearly separated from adjoining parishes by the River Lyne to the east, Rae Burn to the south and west and uninhabited forestry land in the north. No comments have been received from the parish council and no other representations have been received to alter the parish boundaries.

Waterhead

- 30 Waterhead parish (electorate 96) is discussed in paragraphs 24 to 26 above.
- 31 Although these six parishes have small electorates, they nevertheless each reflect long-established individual communities who wish to continue as separate entities. A case could be made for the abolition of Midgeholme, having the second lowest parish electorate in the City (47), but it has a separate identity which would be lost if it were combined with the much larger neighbouring parish of Farlam.
- 32 Having regard to the wishes of those parish councils which submitted representations and in the absence of other evidence of a desire for change, it is recommended that no change be made to the boundaries of Burtholme, Denton Upper, Kingwater, Midgeholme, Solport and Waterhead parishes.
- 33 It is also recommended that the number of Councillors for Midgeholme be reduced from 9 to 5.

Urban Fringe

Vallum Ward of Stanwix Rural Parish

- 34 Lansdowne Close and part of Lansdowne Crescent lie within the Vallum Ward of Stanwix Rural parish (see Map 4). A petition signed by 102 electors in the area (representing over 85% of households) had been received, asking to be transferred out of the parish on the grounds that the boundary is outdated and the residents do not feel part of the Houghton community. These streets are an extension of the urban area and are separated from Houghton by open farm land.
- 35 Following the Local Government Commission's review of the City's electoral arrangements, implemented in 1999, Stanwix Urban ward was enlarged to incorporate the whole of the newly created Vallum ward of the parish. Stanwix Rural parish council has confirmed that it has no objection to the Lansdowne portion being transferred out of its area.

- 36 The other residential part of Vallum ward comprises Millcroft, Whiteclosegate and two properties in Longlands Road (203 electors in total) and it would therefore be appropriate to consider whether it too should continue to be in Stanwix Rural parish. The parish council wishes to retain this long established part of the parish which is much closer to Houghton than the Lansdowne area. The parish council considers that the natural boundary of the parish is at the division line where Brampton Road ends and Whiteclosegate houses commence, southwesterly to the River Eden including Rickerby and northwesterly to Tarraby, Shortdale and Blaylock Riggs Common.
- 37 The electors concerned have been asked for their views and of the 60% who replied, 65% are in favour of remaining in the parish while 35% would prefer the area to be unparished.
- 38 In the light of the transfer of the Vallum ward of the parish from the City ward of Stanwix Rural to Stanwix Urban in 1999 and the recent recommendation of the Parliamentary Boundary Commission that the whole of Stanwix Urban be contained within the Carlisle constituency, it becomes more difficult to sustain an argument in favour of the Whiteclosegate/Millcroft area remaining in Stanwix Urban parish. If the area transferred from the parish, there would be a consequent reduction in the number of parish councillors from 15 to 12 – currently 3 of the 15 represent Vallum ward.
- 39 It is recommended that in the interests of effective local government, Vallum ward of Stanwix Rural parish become unparished and the number of Stanwix Rural parish councillors be reduced from 15 to 12.

Windsor Park

- 40 New housing development of about 150 properties is also taking place north of the Lansdowne area as an extension of Windsor Way. It is within Stanwix Rural parish but when completed will be partly in Vallum ward and partly in Houghton ward of the parish (see Map 5). The parish council is of the opinion that the development should transfer out of the parish. In order to rationalise the various boundaries in the locality, particularly if Vallum ward were to cease to exist, it would be necessary to alter both the parish boundary and the boundaries between Belah, Stanwix Rural and Stanwix Urban wards of the City and between Belah, Stanwix Urban and Stanwix & Irthington electoral divisions of the County.
- 41 56% of the 36 residents replied to consultation; 65% of them were in favour of the status quo and 35% supported the view of the parish council.
- 42 The estate is, however, in a similar situation to the Lansdowne part of Stanwix Rural parish in that it is a continuation of existing residential development and has no affinity with the rest of the parish. It is therefore recommended that Windsor Park be excluded from Stanwix Rural parish and that the parish boundary (and relevant ward and electoral division boundaries) be altered accordingly, as illustrated on map 6.

Carleton Grange

- 43 The Carleton Grange estate of over 400 dwellings, being developed on the south side of the City in the Garlands area, will on completion cross the boundaries of two parishes, (St. Cuthbert Without and Wetheral), three City wards (Harraby, Dalston and Wetheral) and three County electoral divisions (Harraby, Wetheral and Dalston & Cummersdale) - see Map 7. Although adjacent to urban Carlisle and partly in Harraby ward, there is no direct access by road from the estate to the rest of the ward; the entrance to the development is from Cumwhinton Road by way of the Garlands Road. The Wetheral part of the estate is separated from the rest of the parish by the M6 motorway.
- 44 St. Cuthbert Without parish council has not commented on the parish review. Wetheral parish council takes the view that, although the part of the estate within its boundary has yet to be built, future residents may feel that they have no affiliation with the parish and identify with the urban area. While the parish council recognise that the M6 makes a good delineation between the parish and the urban centre, they say that the parish is under severe planning pressure and to the west of the motorway is green belt. As they are a consultee on the Local Plan which defines the green belt, they would wish to continue to be in a position to comment on development in this area. The parish council therefore wishes to see no change to the parish boundary.
- 45 The 165 electors on the estate were asked for their views. Of the 75 (45%) who replied, 85% favour staying in St. Cuthbert Without parish and 15% support the area becoming unparished. A Councillor for Wetheral ward has no objection to the Wetheral part of the estate transferring to St. Cuthbert Without; a Harraby member supports transfer of the whole estate to St. Cuthbert Without, and Councillors for Dalston ward favour the status quo.
- 46 In the interests of effective local government, it would be beneficial if the whole estate were either within one parish or completely unparished. A transfer of the parished areas to Harraby ward would eventually lead to an imbalance in electorate between Harraby and the other wards of the City. (Harraby currently has 4547 electors compared with the average for the urban wards of 4521). Incorporation of the estate into Wetheral parish and ward is not considered to be viable because of its physical separation from the rest of the parish.
- 47 The most satisfactory option would be to integrate the estate wholly within St. Cuthbert Without parish and Dalston ward. The consequent increase in the electorate of Dalston ward would serve to decrease the existing percentage variance of 11% between the number of electors per councillor for the ward (1355) and the average for the City as a whole (1525).
- 48 It is therefore recommended that the boundaries of St. Cuthbert Without and Wetheral parishes (and corresponding ward and electoral division boundaries) be altered to transfer the whole of Carleton Grange estate to St. Cuthbert Without parish, as shown on Map 8.

Durranhill Road Development

- 49 The Limes housing development on Durranhill Road is within the Scotby ward of Wetheral parish (see Map 9). It is still in course of construction but on completion will comprise about 100 properties. The parish council accept that the residents may feel no affiliation with Scotby; they are some distance from the village and are outwith the school catchment area. For the same reasons as they favour the status quo in respect of the Carleton Grange development, however, the parish council would also like the parish boundary in the Durranhill area to remain unchanged.
- 50 If the Limes were transferred out of the parish, it would also require an alteration to the boundaries between Wetheral and Botcherby wards of the City and Wetheral and Botcherby electoral divisions of the County.
- 51 There are only a relatively small number of electors on the estate but of the 85% who replied to consultation, 97% wish to remain in Wetheral parish and ward. Councillors representing both Wetheral and Botcherby wards feel that due to its urban character and location, it might be more appropriate if the estate were in Botcherby ward whose electorate of 4487 is below the urban ward average of 4521.
- 52 It could be argued that the natural boundary of Wetheral parish follows the line of Durranhill Beck and Durranhill Road and that the Limes should therefore remain in Wetheral parish. On the other hand, although not a direct extension of an existing street, the estate is adjacent to other recent residential development on the south side of Durranhill Road and is separated from the rest of Wetheral parish by open fields.
- 53 On balance, it is considered that, having regard to its close proximity to urban Carlisle and in the absence of community ties with Scotby, the Limes development should be excluded from Wetheral parish. **It is therefore recommended that the boundary of Wetheral parish (and corresponding ward and electoral division boundaries) be altered as shown on Map 9.**

Other Representations

54 Specific representations, discussed below, were received from parish councils concerning the boundaries between –

(a) Hayton and Wetheral parishes

(b) Stanwix Rural, Rockcliffe and Kingmoor parishes

(c) Kirklington and Scaleby parishes

55 Hayton parish council also reiterated their request for an alteration to the warding arrangements in the parish.

56 In addition to any parish councils mentioned elsewhere in this report, the following parish councils are content with the present arrangements:

Brampton	Irthington
Dalston	Kirkandrews
Denton Nether	

and no comments have been received to date from the following parish councils:

Arthuret	Nicholforest
Beaumont	Walton
Burgh-by-Sands	Westlinton
Hethersgill	

Hayton/Wetheral

57 The boundary between Hayton and Wetheral parishes runs through Heads Nook and Warwick Bridge (see Map 6) and in its initial representations Hayton parish council took the view that it is anomalous for these villages to be split between two parishes. The parish council suggested that the Cairn Beck might be a more appropriate boundary in Heads Nook whilst in Warwick Bridge the River Eden should form the boundary. This would bring both villages within Hayton parish and increase the electorate of that parish from 1783 to about 2300. The parish council acknowledge, however, that any such boundary change would need a clear mandate from the residents of these villages and that no representations have been made by local people as evidence of any desire for change.

58 Wetheral parish council confirms that no approaches have been made to either parish council asking for the matter to be discussed and they favour the status quo.

- 59 A realignment of the boundary between Hayton and Wetheral parishes would require a consequential change to the boundaries between Hayton and Great Corby & Geltsdale wards of the City and between Wetheral and Stanwix & Irthington electoral divisions of the County.
- 60 It is recommended that no change be made to the boundary between Hayton and Wetheral parishes.

Hayton

- 61 Hayton parish council had also reiterated their request, made prior to formal commencement of the review and recommended in Report No. TC 200/99, that the electoral arrangements in the parish be changed. The parish was divided into four wards in 1950 and the parish council considered that the number of Councillors for each ward is no longer representative of the number of electors in those wards. In order to redress this imbalance to reflect the current distribution of electors and to take account of an overall increase in the parish electorate, the parish council favours amendment to the warding scheme as follows:

<u>Ward</u>	<u>2000 Electorate</u>	<u>Existing No. of Councillors</u>	<u>Proposed No. of Councillors</u>
Corby Hill	820	3	5
Hayton	544	5	4
Heads Nook	294	2	2
Talkin	<u>125</u>	<u>1</u>	<u>1</u>
	1783	11	12

- 62 No proposals have been submitted to alter the boundaries of the parish wards.
- 63 It is recommended that the electoral arrangements for Hayton parish be revised in accordance with the scheme set out above.

Stanwix Rural/Rockcliffe/Kingmoor

- 64 Harker Park is divided between Stanwix Rural and Rockcliffe parishes and Stanwix Rural parish council has a long standing wish to alter its western boundary so that the whole of Harker Park could be included in its area (see Map 11). The current boundary has been in existence since long before Harker Park was developed and the parish council felt that as it no longer follows any meaningful line which can be identified on the ground, the A7 trunk road would now form a more relevant boundary. About 60 electors would be affected by the proposal.

- 65 If the A7 were accepted as a suitable boundary line, the boundary between Stanwix Rural and Kingmoor parishes would also have to be altered to follow the road. There are no residents in the affected area of Kingmoor parish and Kingmoor parish council have no objection to such a realignment of their boundary. As a consequence of such a boundary alteration, a small uninhabited part of Kingmoor parish south of the M6 motorway would be left detached from the rest of the parish. It would therefore be appropriate in those circumstances to transfer this area to Stanwix Rural parish.
- 66 Realignment of parish boundaries in this area would also require amendment to City ward and County electoral division boundaries.
- 67 When the possibility of the present review was first raised with parish councils, Rockcliffe parish council expressed reservations about the proposed boundary change. The Council were concerned that if the 34 properties affected transferred to Stanwix Rural parish the resulting shortfall in revenue would necessitate an increase in the precept. In January of this year, the parish council reiterated their support for this view (see Appendix 3) and also suggested that residents in the Stanwix Rural portion of Harker Park be consulted on whether they would wish to transfer to Rockcliffe parish on the grounds that they feel part of the Rockcliffe community and use its facilities.
- 68 All residents in the Harker Park area were asked for their views and of the 84% of those in Rockcliffe parish who replied, all wish to stay in that parish. 86% of those consulted in Stanwix Rural responded and 87% of them favour a realignment of the parish boundary so that the whole of Harker Park could be included in Rockcliffe parish. A member for Longtown and Rockcliffe ward and a member for Stanwix Rural ward have indicated that they are content to accept a re-alignment of boundaries to reflect the wishes of the majority of local residents.
- 69 In the interests of effective local government and to reflect current community ties, it is recommended that the boundaries between Rockcliffe and Stanwix Rural parishes (and corresponding ward and electoral division boundaries) be altered as shown on Map 12.
- 70 A narrow strip of uninhabited land to the east of California Lane is part of Kingmoor parish although it is physically detached from the rest of the parish. In order to correct this anomaly, it is recommended that the detached part of Kingmoor parish be transferred to Stanwix Rural parish.

Kirklington/Scaleby

- 71 Kirklington parish council, while being generally satisfied with the current arrangements, had suggested that residents of properties in the vicinity of Humphries House Lonning, which is close to Scaleby Hill in Scaleby parish, might feel more affinity with that parish than with Kirklington (see Map 13). Scaleby parish council agreed that the residents concerned may have closer community ties to Scaleby.
- 72 Although a relatively minor parish boundary change could transfer these properties from Kirklington to Scaleby, it would also require realignment of the City ward boundaries between Stanwix Rural and Lyne wards and between Stanwix & Irthington and Longtown & Bewcastle electoral divisions of the County.
- 73 The 9 residents affected were asked for their views; 7 replied and 5 favoured the status quo. It is therefore recommended that no change be made in the boundary between Kirklington and Scaleby parishes.

Conclusion and Summary of Recommendations

- 74 The next stage of the review requires the Council to publish formal draft recommendations for public consultation. All parish councils and the County Council will be asked for their comments and any other interested parties will be invited to submit representations. After this consultation period of about six weeks, final recommendations will be prepared to take account of any further representations received. Following approval of the final recommendations by the Council, any proposals which require the Secretary of State's consent will then be forwarded to him. Changes which do not need the agreement of the Secretary of State will be implemented by local Order.
- 75 It is recommended that the following proposals be published as the Council's Draft Recommendations for public consultation:
- (a) the boundaries of Askerton parish remain unchanged and no parish council be established (page 7);
 - (b) subject to the approval of parish meetings of both parishes, Carlattan and Cumrew be grouped under a common parish council and the number of Councillors for each parish be 2 for Carlattan and 4 for Cumrew (page 8);
 - (c) Geltsdale parish be abolished and its area be incorporated into Castle Carrock parish (page 8);
 - (d) the number of Councillors for Midgeholme be reduced from 9 to 5 (page 10);

- (e) Vallum ward of Stanwix Rural parish become unparished and the number of Stanwix Rural parish councillors be reduced from 15 to 12 (page 11);
- (f) Windsor Park be excluded from Stanwix Rural parish and parish, ward and electoral division boundaries in the area be altered accordingly (page 11);
- (g) the boundaries between of St. Cuthbert Without and Wetheral parishes (and corresponding ward and electoral division boundaries) be altered to transfer the whole of Carleton Grange to St. Cuthbert Without parish (page 12);
- (h) the Limes development, Durrhill Road be excluded from Wetheral parish and parish, ward and electoral division boundaries be altered accordingly (page 13);
- (i) the electoral arrangements for Hayton parish be revised in accordance with the scheme favoured by Hayton parish council (page 15);
- (j) the boundaries between Rockcliffe and Stanwix Rural parishes (and corresponding ward and electoral division boundaries) be altered to transfer the whole of Harker Park to Rockcliffe parish (page 16);
- (k) the detached part of Kingmoor parish be transferred to Stanwix Rural parish (page 16);
- (l) no changes be made to the boundaries or electoral arrangements of any other parish.

APPENDIX 1

STATUTORY POWERS

- 1 Under Section 9 of the Local Government and Rating Act 1997, the Council may review the whole or part of its area and make recommendations to the **Secretary of State** for
 - (a) the alteration of the area of a parish (i.e. change parish boundaries);
 - (b) the creation of new parishes by the joining or splitting of existing parishes or parts of parishes or by the joining of unparished areas with existing parishes;
 - (c) the creation of new parishes in unparished areas;
 - (d) the abolition of parishes with or without the distribution of their area among other parishes.

- 2 Any recommendation to alter the area of a parish which has a parish council may also include recommendations for changes to the electoral arrangements for the parish council. 'Electoral arrangements' means
 - (a) the number of parish councillors;
 - (b) the question of whether or not the parish should be divided into wards for the purposes of the election of councillors;
 - (c) the number and boundaries of any such wards;
 - (d) the number of councillors to be elected for any such ward; and
 - (e) the name of any such ward.

- 3 Section 17 of the 1997 Act also allows the Council to review the electoral arrangements of existing parishes and make changes **without reference to the Secretary of State**, except in cases where arrangements were put in place by order of the Secretary of State within the previous five years. In these circumstances, his consent is required. Any proposals under the current review to alter the boundaries of the wards of Stanwix Rural parish, for example, would need the Secretary of State's approval because they were changed in 1998 as a consequence of the review of the City's electoral arrangements.

- 4 The Council also has power under Section 11 of the Local Government Act 1972 to group parishes, again **without reference to the Secretary of State**. This means that parishes which no longer require a separate parish council, or parishes with less than 200 electors each and no parish council, can be grouped so that a parish council can be formed. This may avoid the need for substantive changes to parish boundaries, the creation of new parishes, or the abolition of very small parishes where, despite their size, they still reflect community identity. Grouping requires the consent of the parish meeting of each of the parishes concerned.

- 5 In assessing the need for new or changed parish arrangements, the Council must observe the requirement of the 1997 Act (Section 22) to have

"regard to the need

(a) to reflect the identities and interests of local communities, and

(b) to secure effective and convenient local government."

- 6 The Council must also take account of any guidance given by the Secretary of State. DETR Circular 11/97 contains advice on conducting reviews and details the procedural requirements. It is the Department's view that, for the purposes of community representation and local administration, it is desirable that a parish should reflect a small, distinctive community of interest with its own sense of identity. The feeling of local community and the wishes of local inhabitants are the primary considerations.
- 7 The identification of a community is not a precise or rigid matter. The pattern of daily life in each of the exiting communities, the local centres for education, shopping, community activities, worship, leisure pursuits, transport and means of communication generally will all have an influence. The focus of community feeling will differ from place to place and between different types of settlement. A scatter of hamlets, for example, may have a feeling of community within each hamlet, meriting a separate parish for each one, or amongst a number of hamlets, for which one parish covering them all may be appropriate.
- 8 The boundaries between parishes need to reflect the "no-man's-land" between communities represented by areas of low population or barriers such as rivers, roads or railways. They need to be, and likely to remain, easily identifiable. They must fall within one district council area and must not generally cross district ward boundaries or county electoral division boundaries.
- 9 The Department also advises that any changes should result in parishes, or groups of parishes, with sufficient population to justify the establishment of a parish council in each, rather than rely on parish government by parish meeting only. A parish with 200 or more electors must have a parish council and a parish with between 150 and 200 electors must have a council if the parish meeting resolves in favour of one. Where a parish with less than 150 electors resolves in favour of a parish council, it is at the district council's discretion whether or not to establish one. A parish council must have at least five members.

APPENDIX 2

REVIEW PROCEDURE

Section 10 of the Local Government and Rating Act 1997

- 1 If a district council or unitary county council decide to conduct a review under section 9, they must as soon as reasonably practicable take the steps they consider sufficient to secure that persons who may be interested in the review are informed of-
 - (a) the decision to conduct the review,
 - (b) the subject-matter of the review, and
 - (c) the period within which representations about the subject-matter of the review may be made.
- 2 In conducting the review, the council must take into consideration any representations made to them within the period mentioned in subsection (1)(c).
- 3 After conducting the review, unless they decide not to make any recommendations to the Secretary of State, the council must –
 - (a) prepare draft recommendations and take steps they consider sufficient to secure that persons who may be interested in them are informed of them and of the period within which representations about them may be made,
 - (b) deposit copies of the draft recommendations at their principal office and keep the copies available for inspection at that office throughout the period within which representations about them may be made, and
 - (c) take into consideration any such representations made to them within that period.
- 4 If the council then decide to make any recommendations, they must send them to the Secretary of State and, as soon as they do so –
 - (a) deposit copies of the recommendations at their principal office, and
 - (b) take the steps they consider sufficient to secure that persons who may be interested in the recommendations are informed of them and of the period within which the copies may be inspected.
- 5 Further, the council must keep the copies available for inspection at their principal office throughout the period within which they may be inspected.

APPENDIX 3

RESPONSES TO FURTHER CONSULTATION

Written representations were received from Councillor Mrs. Crookdake and Rockcliffe Parish Council. (Copies attached)

Verbal comments were received from Councillors for Botcherby, Dalston, Harraby, Longtown and Rockcliffe, Stanwix Rural and Wetheral wards.

A table showing the results of consultation with electors in specific areas is also attached.

Ashbridge
Stockdalewath
Carlisle
Cumbria
CA5 7DP
Tel No. 016974 76412

25th January 2001

Mr P Stybelski
Town Clerk & Chief Executive
Civic Centre
Carlisle
Cumbria
CA3 8QG

Dear Mr Stybelski

Regarding your letter of the 17th January 2001 I should like to make the following comments:-

The area you are referring to "Carleton Grange" is attached to Carleton Village and the former Garlands Estate. There are many aspects to be considered over the next few years.

There will be another approximately 800 dwellings (Barratts Builders) on the Carleton Grange site and another 156 dwellings on the former Garlands Estate (Storey Builders).

The purchasers of the properties at Carleton Grange consider that they are part of Carleton, hence the name Carleton Grange, and do not wish to be considered as part of Harraby.

Voters are confused by constant changes of the Voting Booth location. I feel that it is premature to alter anything at this stage and that we should wait and re-appraise the situation at the next review of Parish Boundaries when it will be clearer how to allocate the Carleton Grange Estate between the three boundaries of Harraby/Dalston/Wetheral.

As things stand I do not wish to recommend any changes, and from your survey results and my contact with local residents I am carrying out the wishes of the electorate.

Yours sincerely



Lucy Ann Crookdake
Carlisle City Councillor
Dalston Ward

ROCKCLIFFE PARISH COUNCIL

Tel: 016974 73933

Fax: 016974 73969

**Roadends, Intack,
Southwaite, Carlisle,
Cumbria, CA4 0LH**

Town Clerk and Chief Executive
Civic Centre
Carlisle
C3 8QG.

4th January, 2001

ATTENTION OF MR. D. MITCHELL

Dear David,

Review of Parish Boundaries and Electoral Arrangements

Your Ref: DAM/Review2000

Further to discussions with our Chairman, Mr. I. Alecock, regarding parish boundary changes at Harker Park, we would request that we retain the present properties within Rockcliffe Parish for the following reasons:

1. The loss of the 34 properties represents almost 12% of our parish.
2. To keep our present revenue without these properties, a precept increase in excess of 13% would be necessary.
3. It would not be fair for residents to pay Stanwix Rural precepts - currently £11.05 per annum more on a band D property - to receive no extra benefits.

We would also ask that in any consultations, the whole of Harker Park be consulted, pointing out the difference in the precepts. The Church of England parochial parish boundaries have recently been altered from a similar situation - i.e. one half in Houghton parish, but now residents have the right to be buried in a churchyard to which Rockcliffe Parish Council contributes for its maintenance.

Rockcliffe Parish Council's precept reflects the amount of voluntary and 'cost only' work done by the community representing an efficiently run parish. We have a modern, large Community Centre which may suffer from any loss of revenue from the properties concerned.

We think that the members of this parish should continue to benefit from our hard work.

Yours sincerely,



Keith Bell
Clerk to the Parish Council.

RESULTS OF CONSULTATIONS WITH ELECTORS

Parishes without a Parish Council:

Askerton (paragraph 16)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of no change to Askerton		No. and %age of those who replied in favour of abolition of Askerton Parish	
118	92 77%	86	93%	6	7%

Carlton (paragraph 19)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of joining with:					
		Cumrew		Castle Carrock		Cumwhitton	
27	15 56%	9	60%	1	7%	5	33%

Cumrew (paragraph 19)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of joining with:					
		Carlton		Castle Carrock		Cumwhitton	
66	35 38%	18	72%	7	28%	0	0%

Urban Fringe

Whiteclosegate Area (paragraph 37)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Stanwix Rural		No. and %age of those who replied in favour of boundary change to exclude area from Stanwix Rural	
203	121 60%	78	65%	42	35% (1 don't know)

Windsor Park (paragraph 41)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Stanwix Rural	No. and %age of those who replied in favour of boundary change to exclude area from Stanwix Rural
36	20 56%	13 65%	7 35%

Carleton Grange (paragraph 44)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in St. Cuthbert Without parish	No. and %age of those who replied in favour of boundary change to exclude area from St. Cuthbert Without parish
165	75 45%	64 85%	11 15%

The Limes, Durrhill Road (paragraph 51)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Wetheral	No. and %age of those who replied in favour of boundary change to exclude area from Wetheral
39	33 85%	31 97%	1 3% (1 don't know)

Other Representations from Parish Councils

Harker Park (paragraph 68)

No. of electors in Rockcliffe consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Rockcliffe	No. and %age of those who replied in favour of boundary change to transfer to Stanwix Rural
62	52 84%	52 100%	0 0%

No. of electors in Stanwix Rural consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Stanwix Rural	No. and %age of those who replied in favour of boundary change to transfer to Rockcliffe
35	30 86%	4 13%	26 87%

Humphries House Lonning (paragraph 73)

No. of electors consulted	No. and %age replied	No. and %age of those who replied in favour of remaining in Kirklington	No. and %age of those who replied in favour of boundary change to transfer to Scaleby
9	7 78%	5 71%	2 29%

City of Carlisle

MAP 1

Parishes and City Wards

City Ward and Parish boundary



Parish boundary



Parish Ward and City Ward boundary

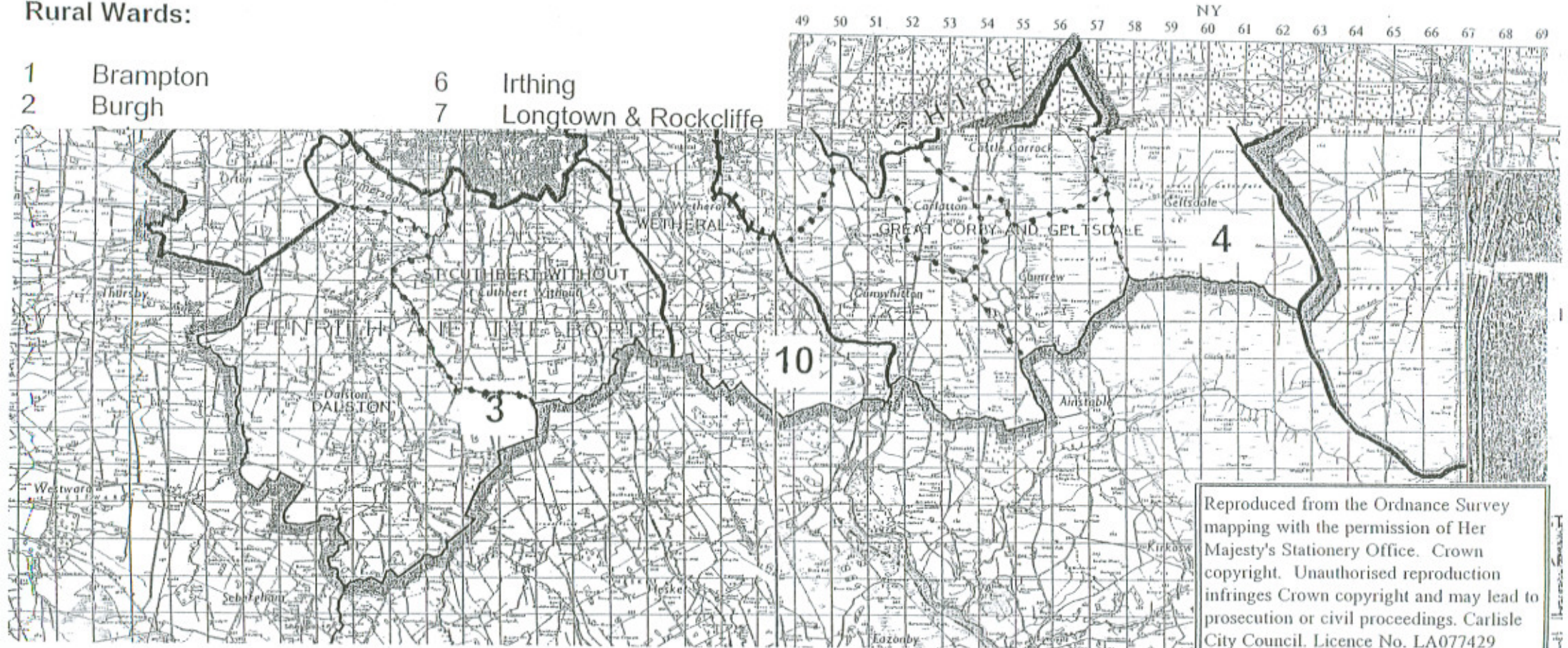


27.

Rural Wards:

- 1 Brampton
- 2 Burgh

- 6 Irthing
- 7 Longtown & Rockcliffe



MAP 2

BEWCASTLE PARISH

ASKERTON PARISH

KINGWATER PARISH

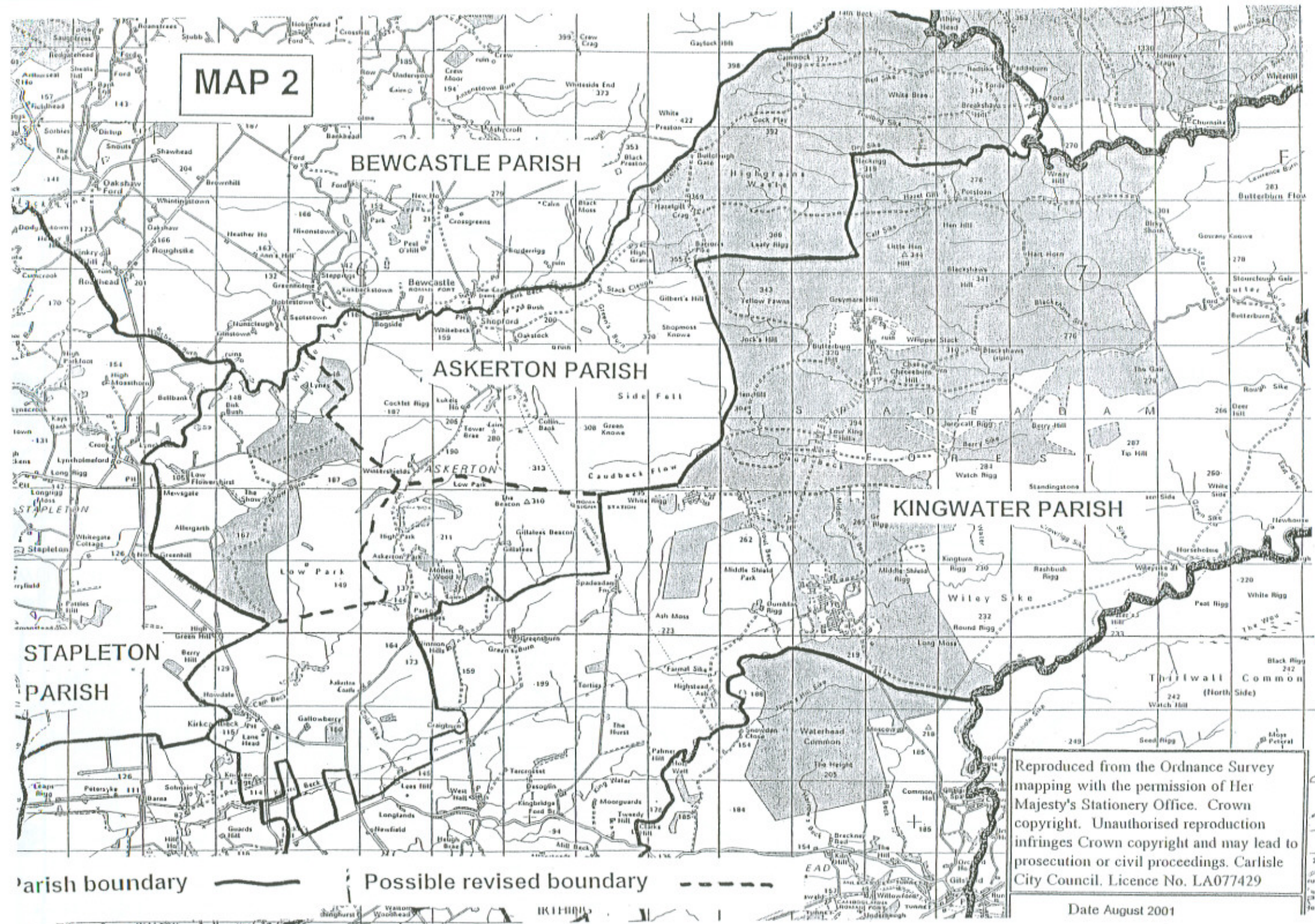
STAPLETON PARISH

Parish boundary

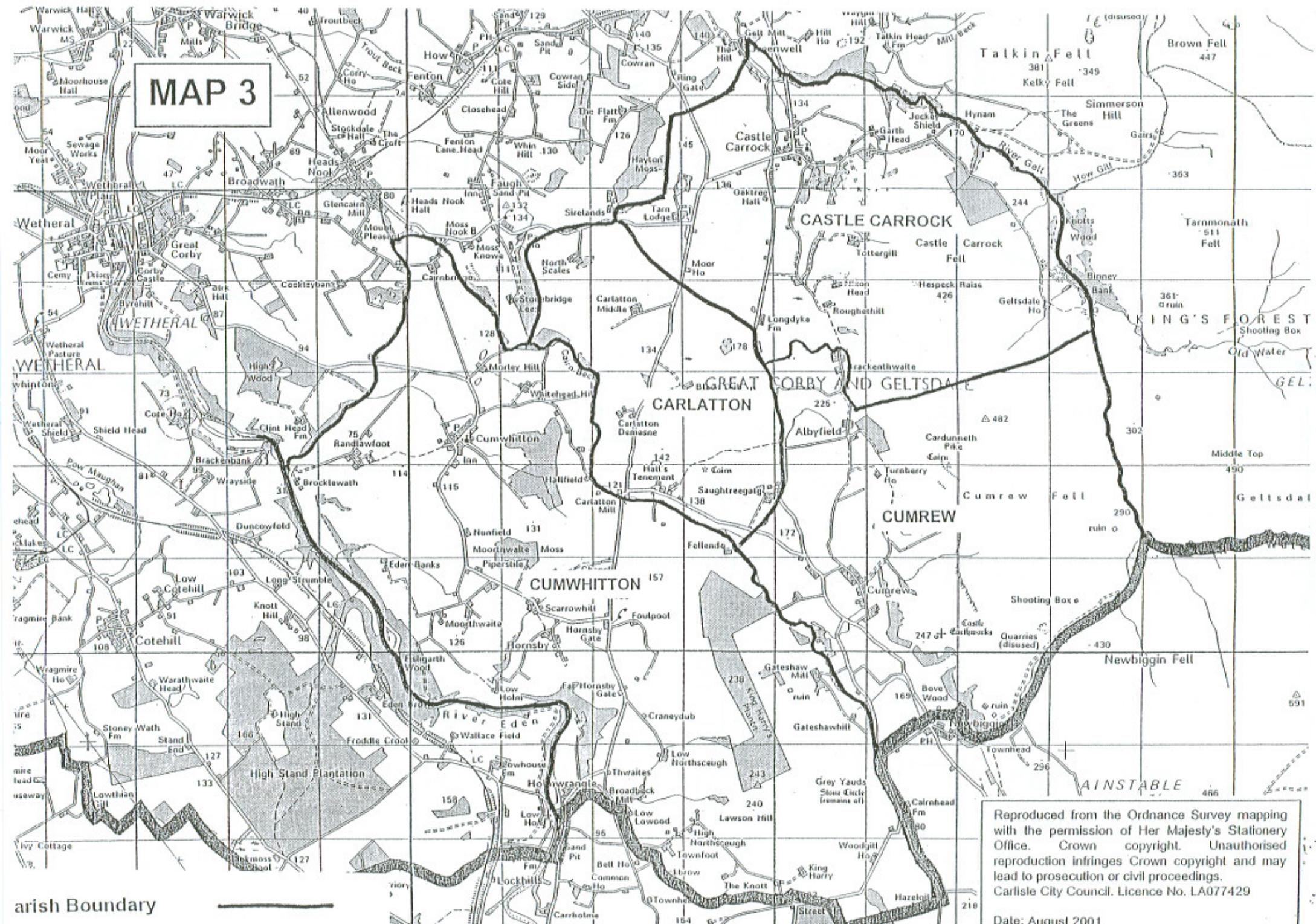
Possible revised boundary

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Date August 2001



MAP 3

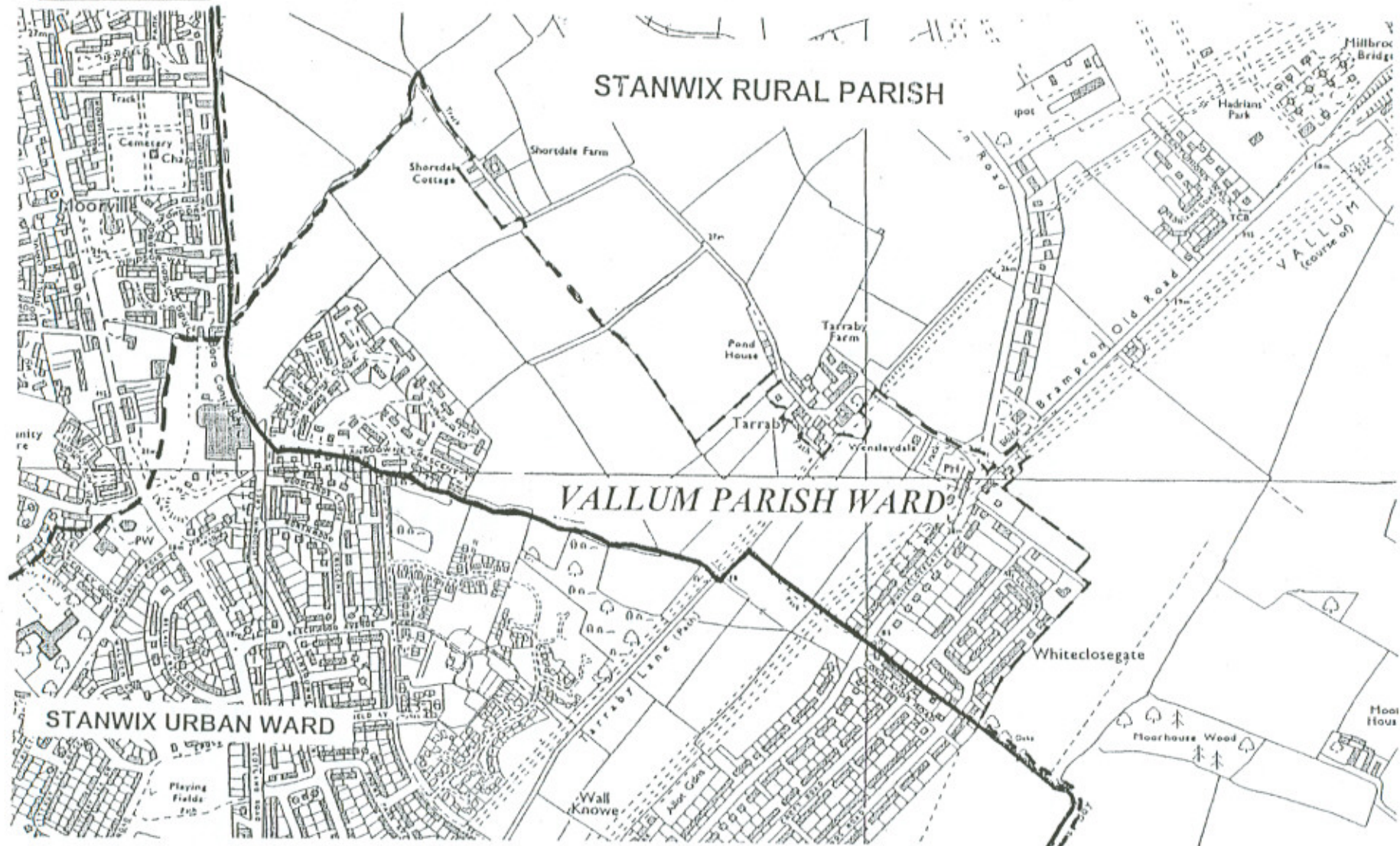




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parish Boundary

MAP 4

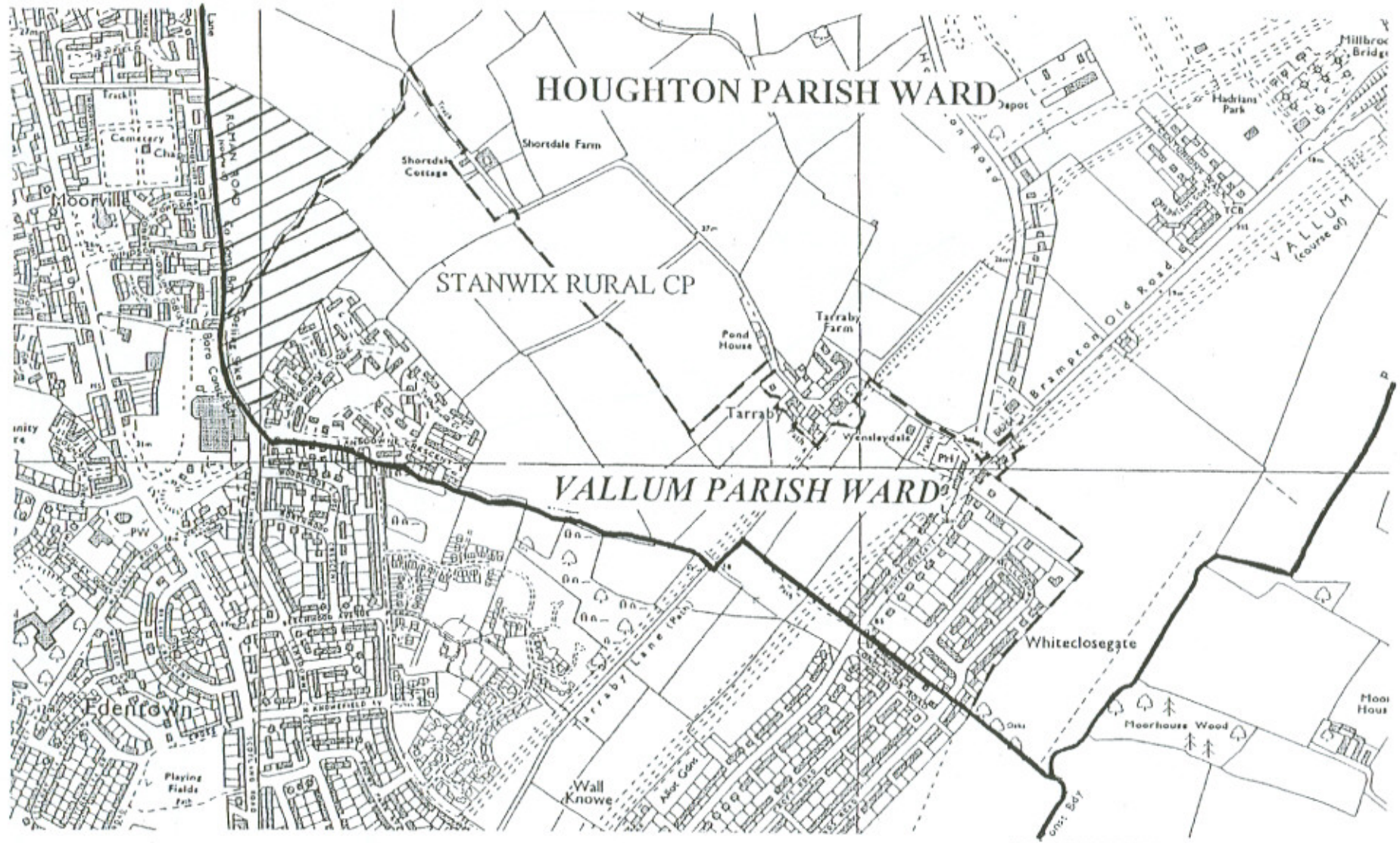


Parish boundary 
City Ward boundary 

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Date August 2001

20

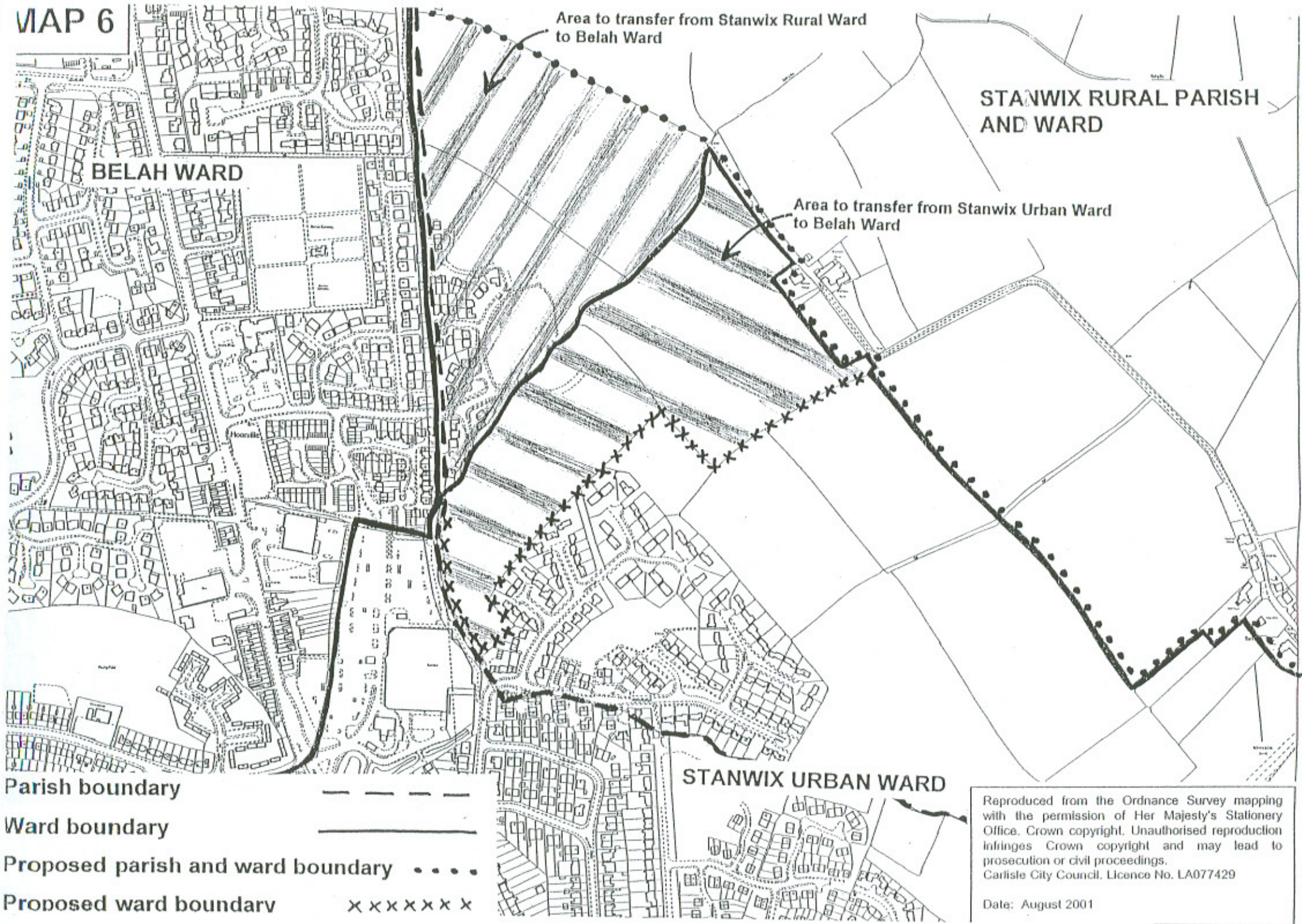
MAP 5



- Parish boundary
- Parish ward boundary
- Windsor Park development

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MAP 6



STANWIX RURAL PARISH AND WARD

BELAH WARD

STANWIX URBAN WARD

- Parish boundary 
- Ward boundary 
- Proposed parish and ward boundary 
- Proposed ward boundary 

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MAP 7

HARRABY WARD

WETHERAL PARISH

ST. CUTHBERT WITHOUT
PARISH

Garlands

Carleton Grange Estate



Parish boundary



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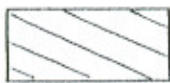
MAP 8

HARRABY WARD

WETHERAL PARISH

ST. CUTHBERT WITHOUT PARISH

Carleton Grange Estate

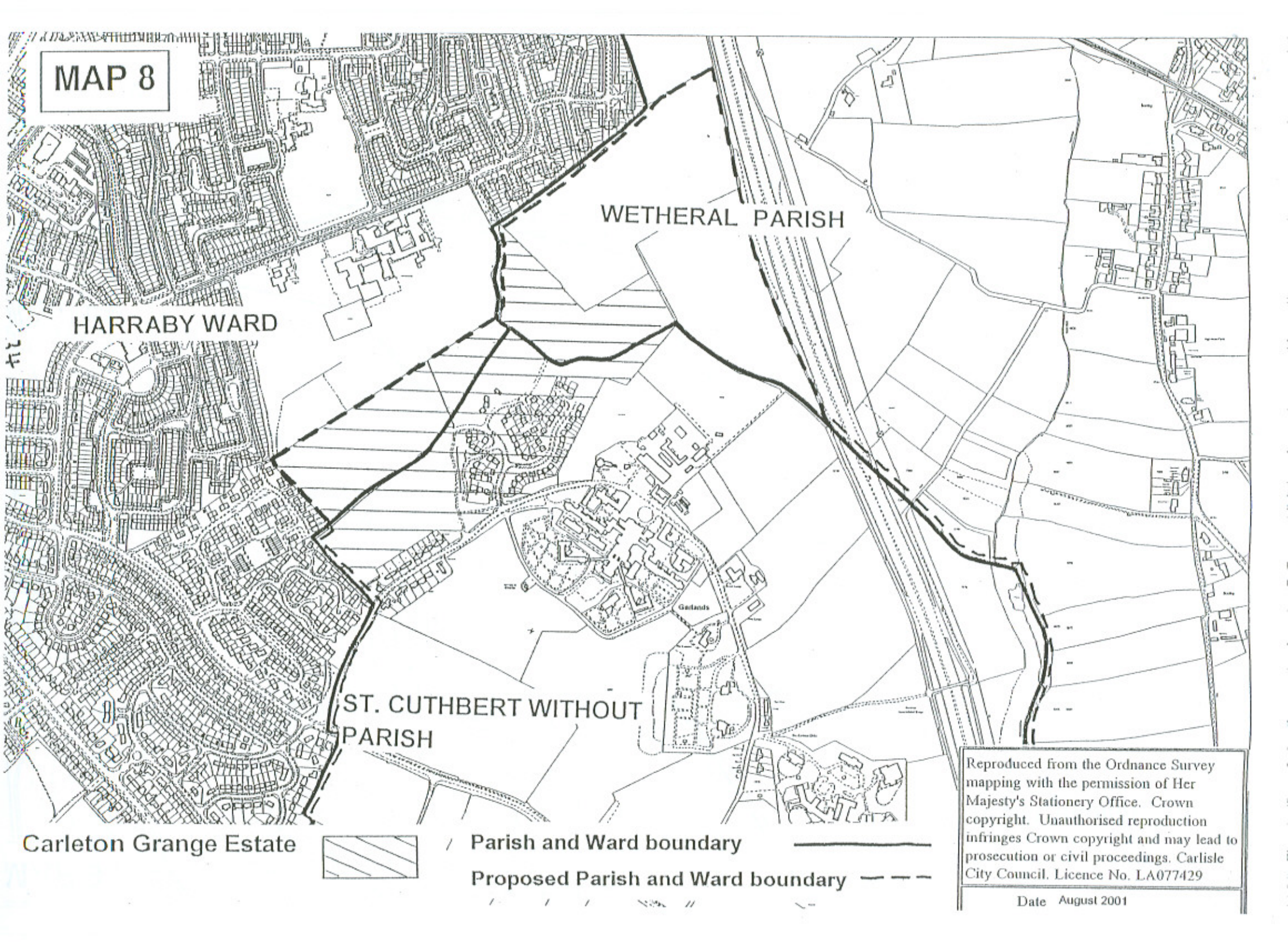


Parish and Ward boundary

Proposed Parish and Ward boundary

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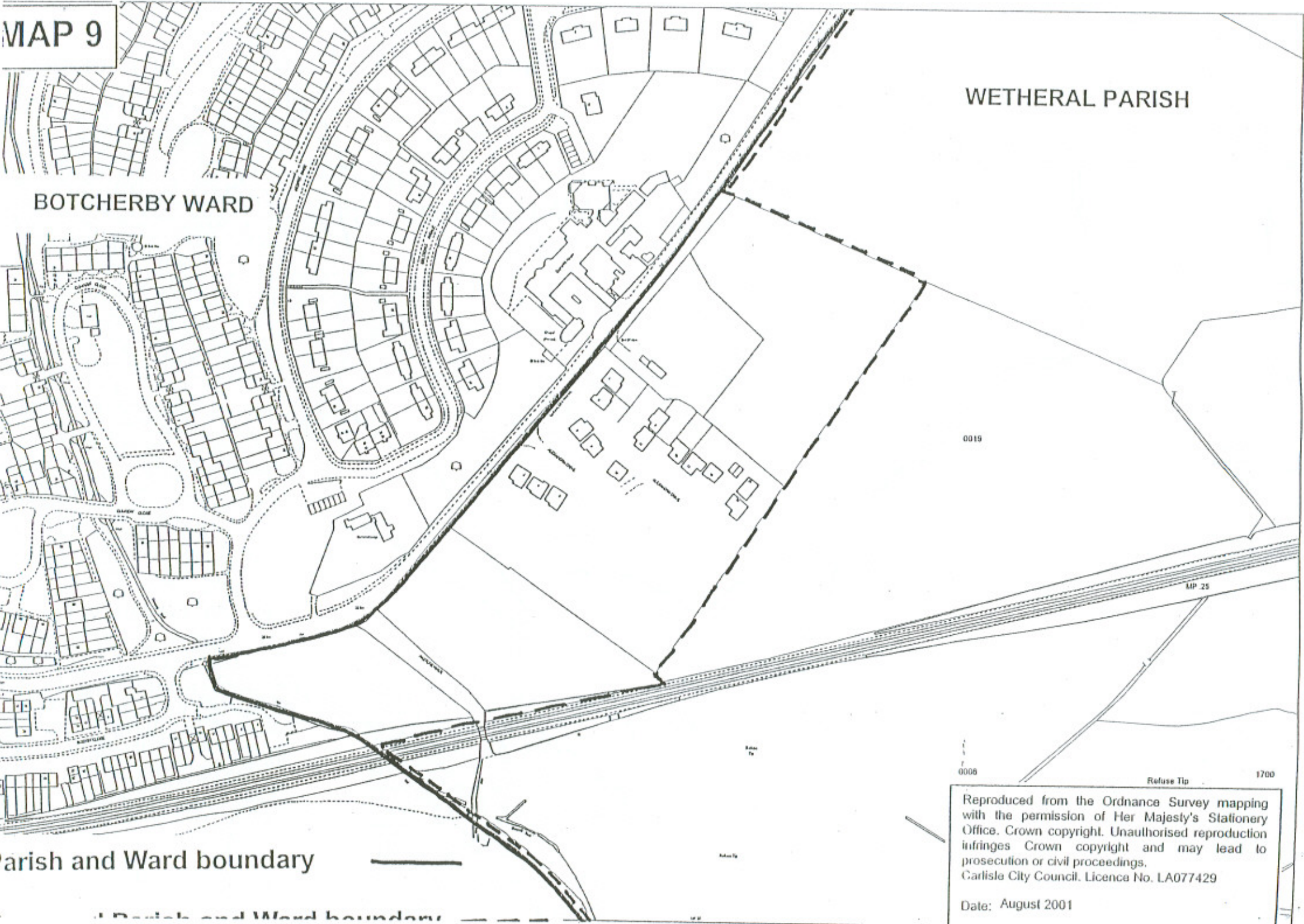
Date August 2001



MAP 9

WETHERAL PARISH

BOTCHERBY WARD



0019

MP 25

0008

Refuse Tip

1700

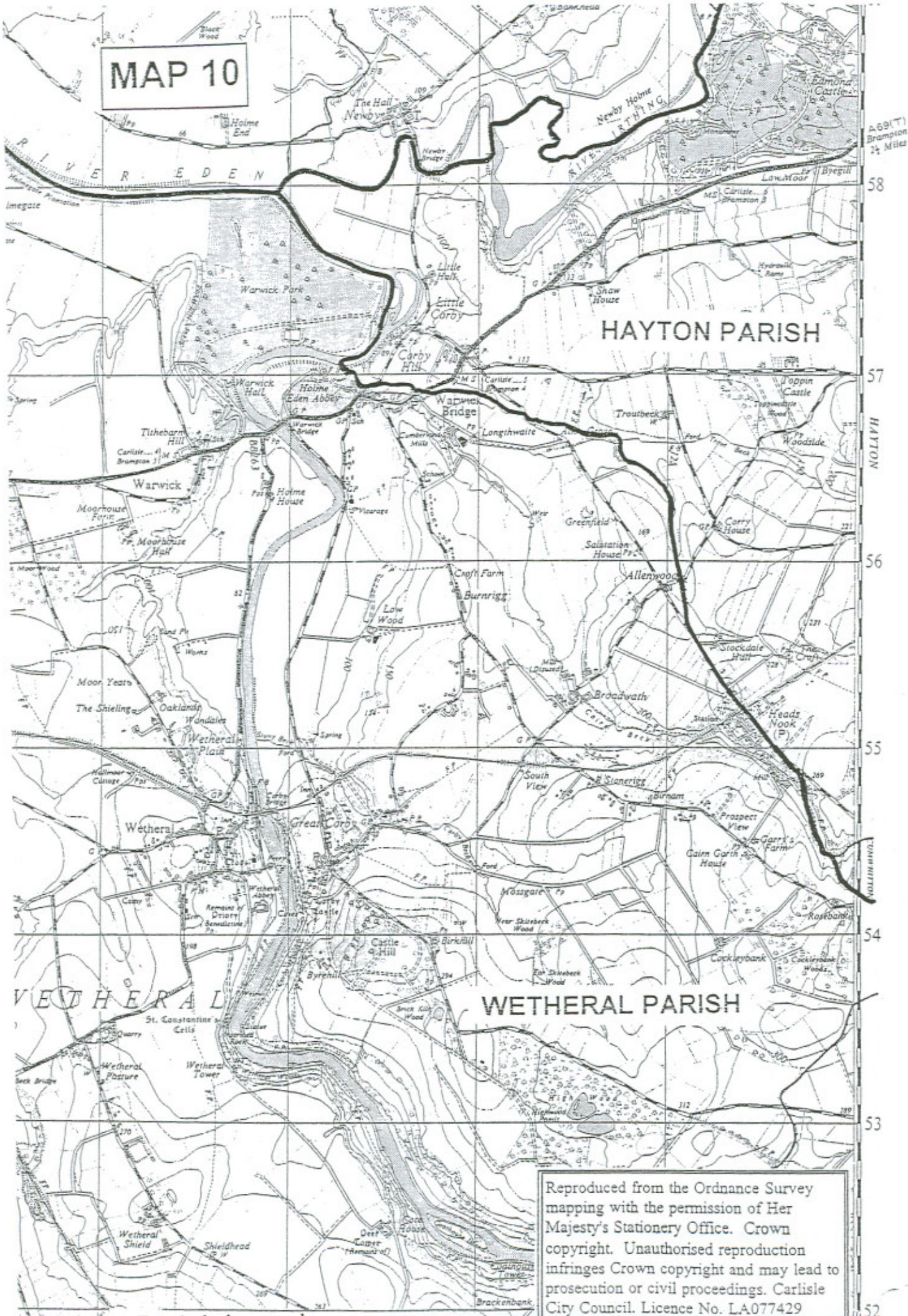
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Parish and Ward boundary

Parish and Ward boundary

MAP 10



A69(T)
Brampton
2 1/2 Miles

58

HAYTON PARISH

57

HAYTON

56

55

54

53

52

WETHERAL

WETHERAL PARISH

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Parish boundary

Date August 2001

52

MAP 11

ROCKCLIFFE
PARISH

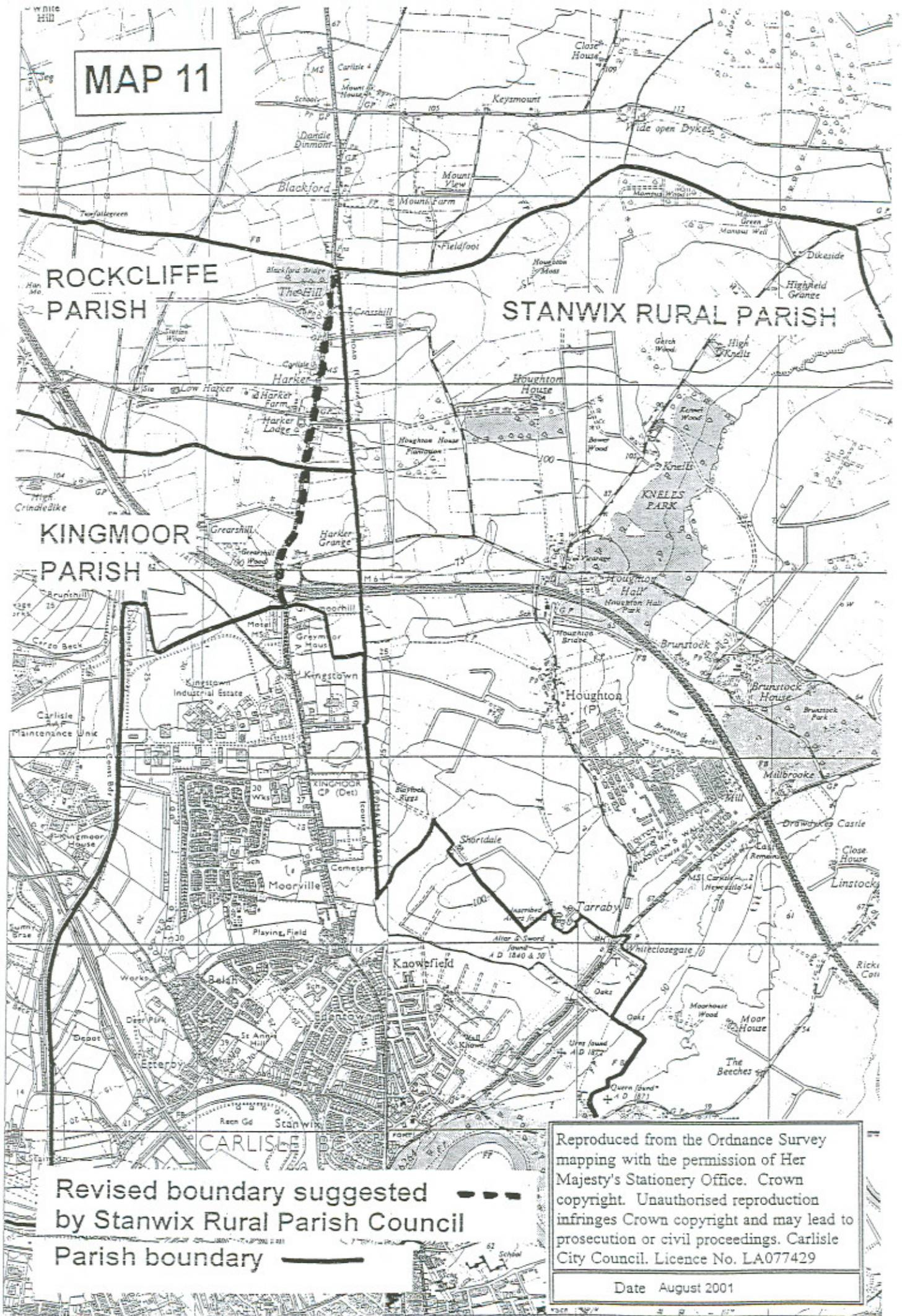
STANWIX RURAL PARISH

KINGMOOR
PARISH

Revised boundary suggested
by Stanwix Rural Parish Council
Parish boundary

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Date August 2001



MAP 12

ROCKCLIFFE PARISH
(and Longtown and Rockcliffe Ward)

STANWIX RURAL PARISH
(and Stanwix Rural Ward)



Parish and Ward boundary

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MAP 13

KIRKLINTON PARISH

SCALEBY PARISH

Humphries House Lonning

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