

Hartlepool Borough Council



**Submission to the Local Government Boundary Commission
for England on Warding Arrangements as part of the
Electoral Review of Hartlepool Borough Council**

**SUBMITTED BY THE CHIEF EXECUTIVE
ON BEHALF OF
HARTLEPOOL BOROUGH COUNCIL
EXERCISING AUTHORITY DELEGATED ON 21 JUNE 2018**

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1.0 Introduction

- 1.1** This submission by Hartlepool Borough Council to the Local Government Boundary Commission for England (LGBCE) relates to the Electoral Review of the Borough.
- 1.2** In September 2017 Hartlepool Borough Council (the 'Council') received notification from the Local Government Boundary Commission for England (LGBCE) that they had decided to include the Borough of Hartlepool in its 2018/19 review programme.
- 1.3** Following a preliminary period where the LGBCE gathered information including detailed mapping and electorate forecasts, the LGBCE sought the Council's views on Council size. Both officer and member working groups were established to consider Council size and on 15 March 2018, Council resolved to endorse the recommendation that the submission on Council size should be at least 36 Councillors.
- 1.4** On 29 May 2018, following consideration of the submission on Council size, the LGBCE informed the Council that 'it was minded to recommend that 36 Borough Councilors should be elected to the Council'. The LGBCE then opened a consultation inviting proposals for a new pattern of electoral wards.
- 1.5** Consequently, this submission sets out proposals for warding arrangements based on the Commission's proposed Council size of 36 elected members. When gathering and considering information submitted to the cross party Working Group consideration has been given to the Commission's 'technical guidance' and the statutory criteria with an overall aim in establishing a pattern of wards that achieves good electoral equality, reflects community identity and interests and provides for effective and convenient local government. The working group has also sought to use strong easily-identifiable boundaries when deciding where ward boundaries should be drawn and to ensure that the pattern of wards means that everyone's vote in Hartlepool is of equal value regardless of where they live.

2.0 Statutory Criteria

- 2.1** Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 requires the LGBCE to have regard to the following statutory criteria:
 - To deliver electoral equality. Each local Councillor should represent roughly the same number of people.
 - To reflect community interests and local identities. Establishing electoral arrangements which, as far as possible, maintain local ties where boundaries are easily identifiable.
 - To promote effective and convenient local government. Ensuring that new wards can be represented effectively by their elected

representatives and that the new electoral arrangements allow the local authority to conduct its business effectively.

2.2 The Working Group agreed that the Borough's submission should ensure:

- All draft wards submitted should not exceed the +/- 10% threshold from the local average for electors.
- Planned residential development is factored into electorate forecasts.
- Existing ward boundaries would be maintained as far as possible to ensure community cohesion and continuity.
- Communities would be retained intact as far as possible within wards rather than split between.
- Identifiable boundaries, such as motorways, A-roads and waterways, would be used as primary dividers where possible and applicable.

3.0 Equality of Representation

3.1 We have aimed to ensure equality of electoral representation, whilst maintaining community identity.

3.2 Proposed Councillor to Electors Ratios

3.2.1 A ratio of 3 Councillors for approximately 6206 electors is based on a projected 2018 electorate of 74,481, thus giving 12 wards.

3.2.2 The proposed ward pattern would leave 12 proposed wards with a forecast electorate within the 10% variance.

3.3 Effective and Convenient Local Government

3.3.1 In creating the new ward patterns consideration has been given to several factors including:

- the geographic size of each proposed ward;
- The impact on community cohesion of community governance arrangements
- levels of deprivation of each proposed ward

3.4 Community Identity

3.4.1 Community identity is hard to define. The LGBCE and Communities and Local Government 'Guidance on Community Governance Reviews' states

that “Community cohesion is about recognising the impact of change and responding to it.”. Community identity could be the location of public facilities such as doctors’ surgeries, hospitals, residents’ associations, libraries or schools. For others the history and tradition of an area may be the basis of its sense of community identity. Some areas may be subject to development and population dispersal. Major roads could be seen to be the focus of an area if they are the location of shops or community facilities which people visit regularly. Also major roads, rivers or railway lines are physical barriers marking the boundary between different communities.

- 3.4.2 Current ward names have been retained unless there has been considerable change proposed to ward boundary. A number of the ward names have long standing association with the town and others were introduced as part of the previous electoral review and are now embedded names in the fabric of the Borough.

3.5 Parishes

- 3.5.1 Measured consideration has been given to Parish Councils in the Borough when deciding on ward patterns and boundaries. Parish Councils represent democracy at its most local level. Where possible we have tried to ‘nest’ parish councils within the proposed wards. It is likely that Parishes would be largely unaffected by the proposed wards as people will still associate with their parish regardless of which ward they live in.

4.0 Proposed Warding Arrangements for Hartlepool Borough Council

- 4.1 The Working Group identified the main communities within the town, taking into account any man made or natural barriers, such as major roads and the railway line that act as boundaries between communities. Using their local knowledge of the communities within the town it then proposed warding arrangements that would reflect the community identities and interests, whilst also ensuring that the proposals would deliver electoral equality.

The following section provides;

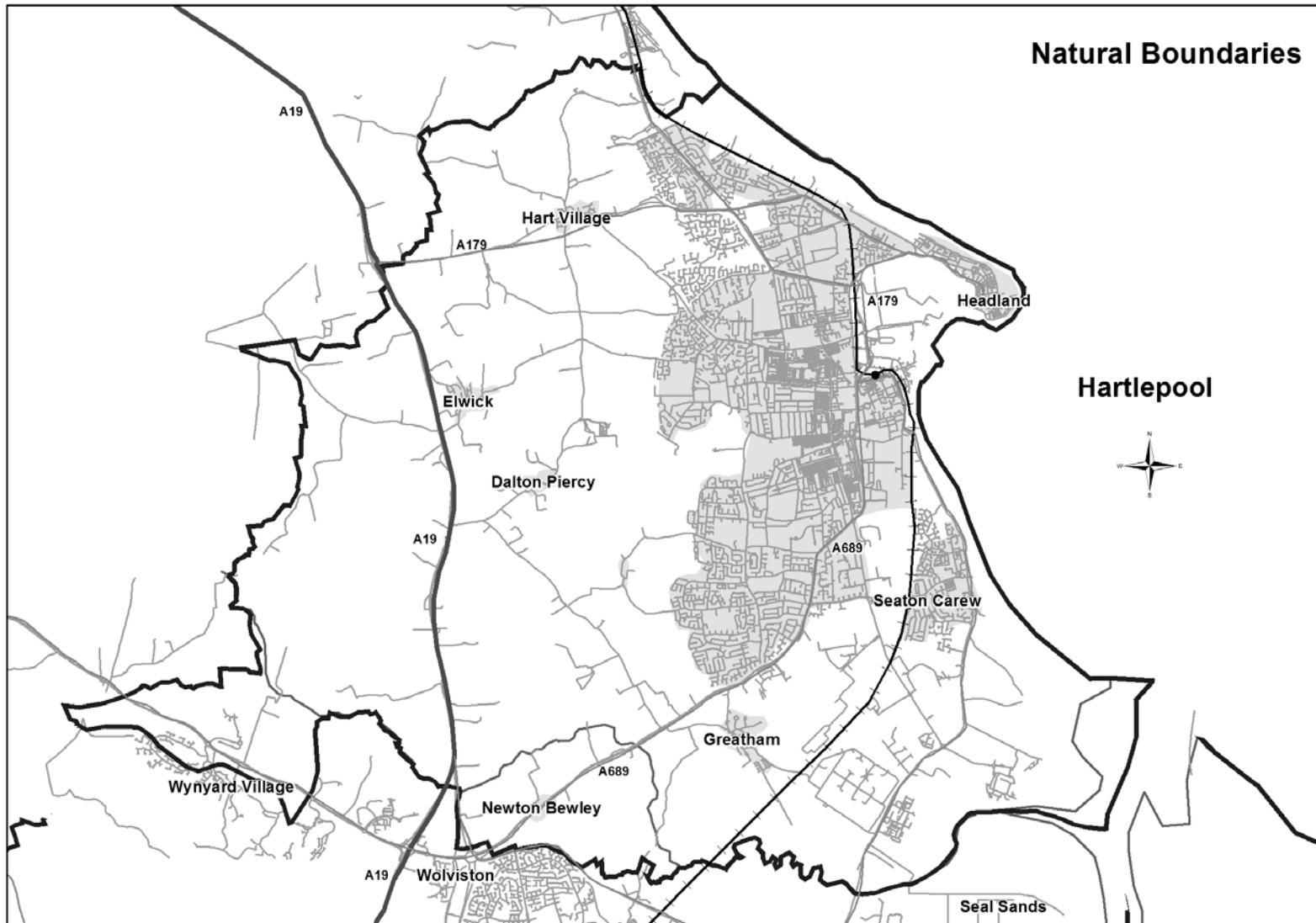
- Map A showing the natural boundaries within the Borough and
- Map B showing the proposed ward pattern.

Followed by:

- the evidence and rationale behind the determination of each proposed ward;
- the forecast electorate and forecast electoral variance at 2024;
- the proposed ward name; and
- an individual map of each proposed ward arrangement.

- 4.2 The proposed 36 Councillors covering 12 wards would result in every one of the town’s electorate being represented by three Councillors in their ward regardless of whether they live in the town centre or in one of the rural villages which is the case at present. Such multi-representation provides a better facility for democratic accountability through cross party support and co-operation in wards as is in place now.

MAP A - Natural Boundaries

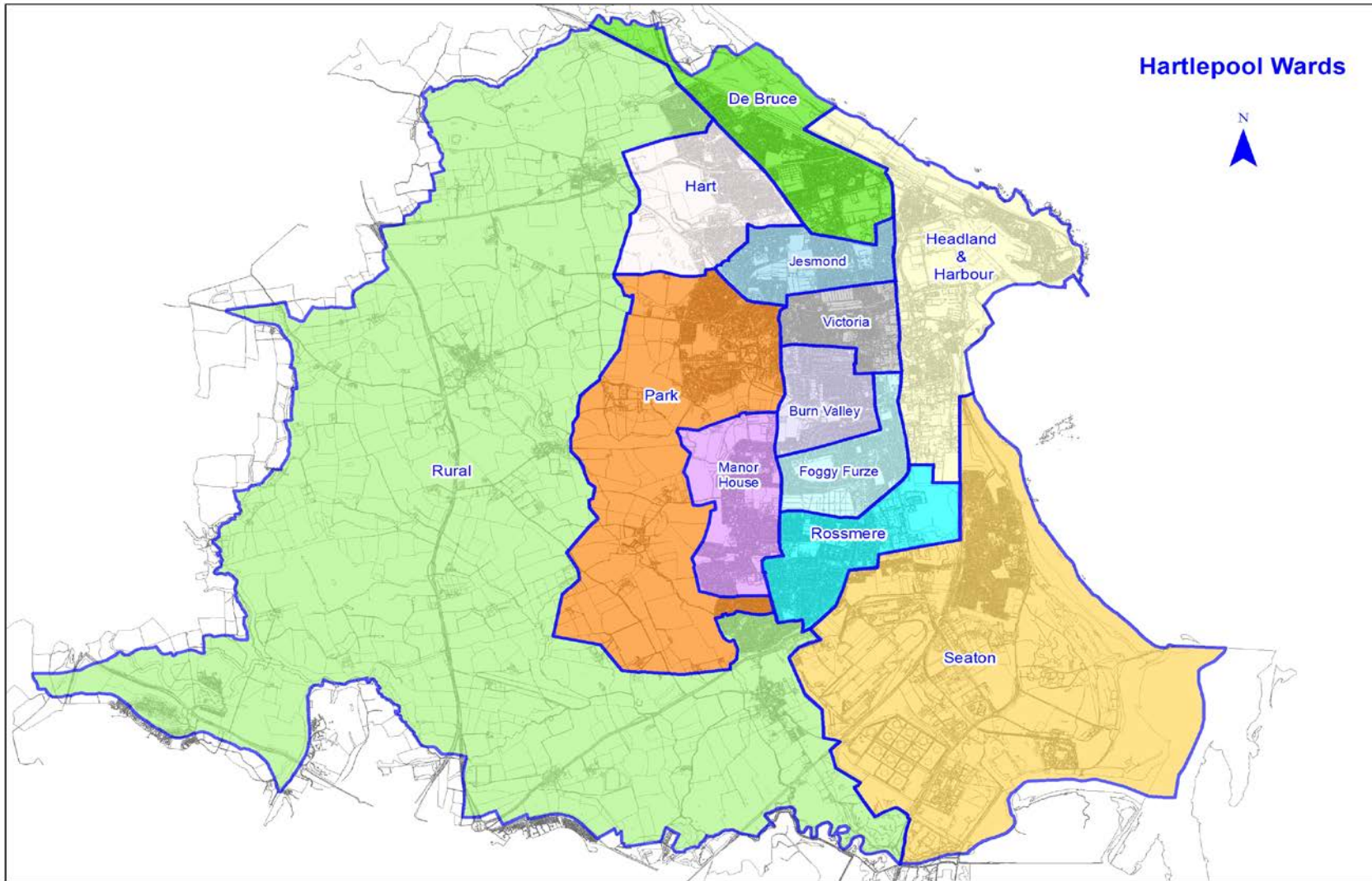


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MAP B – Proposed Ward Pattern



Hartlepool Wards

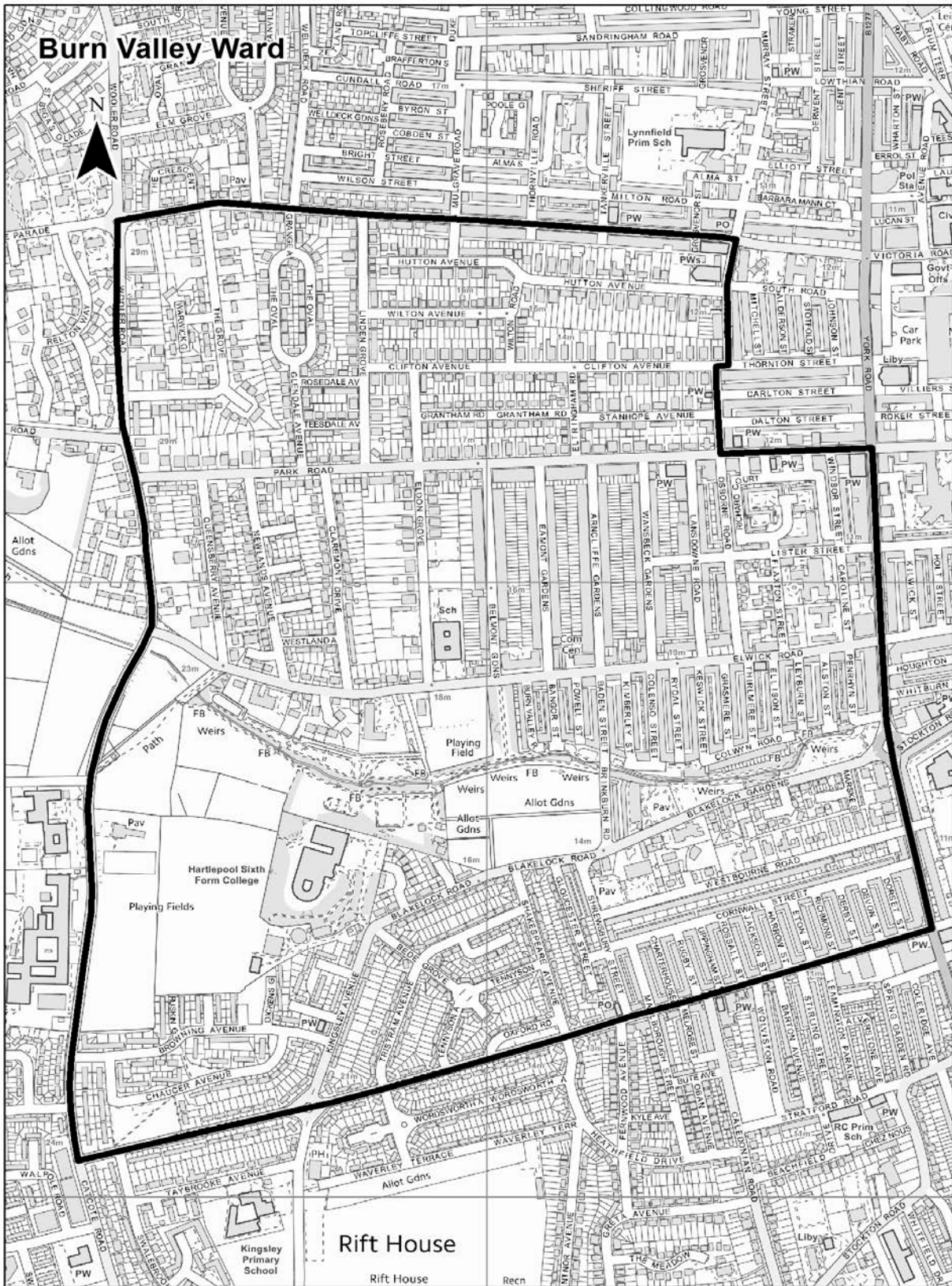


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Burn Valley	6,548	+5.49%	<p>1. Equality of representation. The new ward falls within the agreed criteria with a +5.49% variance on the overall average.</p> <p>2. Effective and convenient local government. The proposal is broadly similar to the existing arrangements ensuring minimal disruption to residents should it be agreed.</p> <p>3. Community Identity. The proposed Burn Valley Ward sits within the natural boundaries of Catcote Road to the west, Stockton Road/York Road to the east and Oxford Road to the south of the Ward. To the north the main thoroughfares of Grange Road and Park Road form a natural boundary. The proposed ward incorporates the Hartlepool Sixth Form College, Eldon Grove Primary School and St Matthew's Community Centre. Burn Valley Gardens – a strategic 'green wedge' - is situated in the proposed ward providing play facilities, bowling greens and open space. To the western edge of the proposed ward sits the Family Wood which forms part of Tees Valley Community Forest. Other facilities within the proposed ward include shopping parades along Elwick Road and Oxford Road as well as a number of individual shops across the area. The proposed ward incorporates a number of churches and other places of worship catering for a diverse multi-cultural community. There is a broad range of older style housing within the Ward, made up of a significant number of terraced properties in the vicinity of Burn Valley gardens and larger semi-detached properties to the north of Park Road. The layout of this proposed Ward follows the guidance of maintaining natural neighbourhoods within the proposal where possible. No change is proposed to the ward name as the area is traditionally known as Burn Valley and this was retained at the previous electoral review.</p>

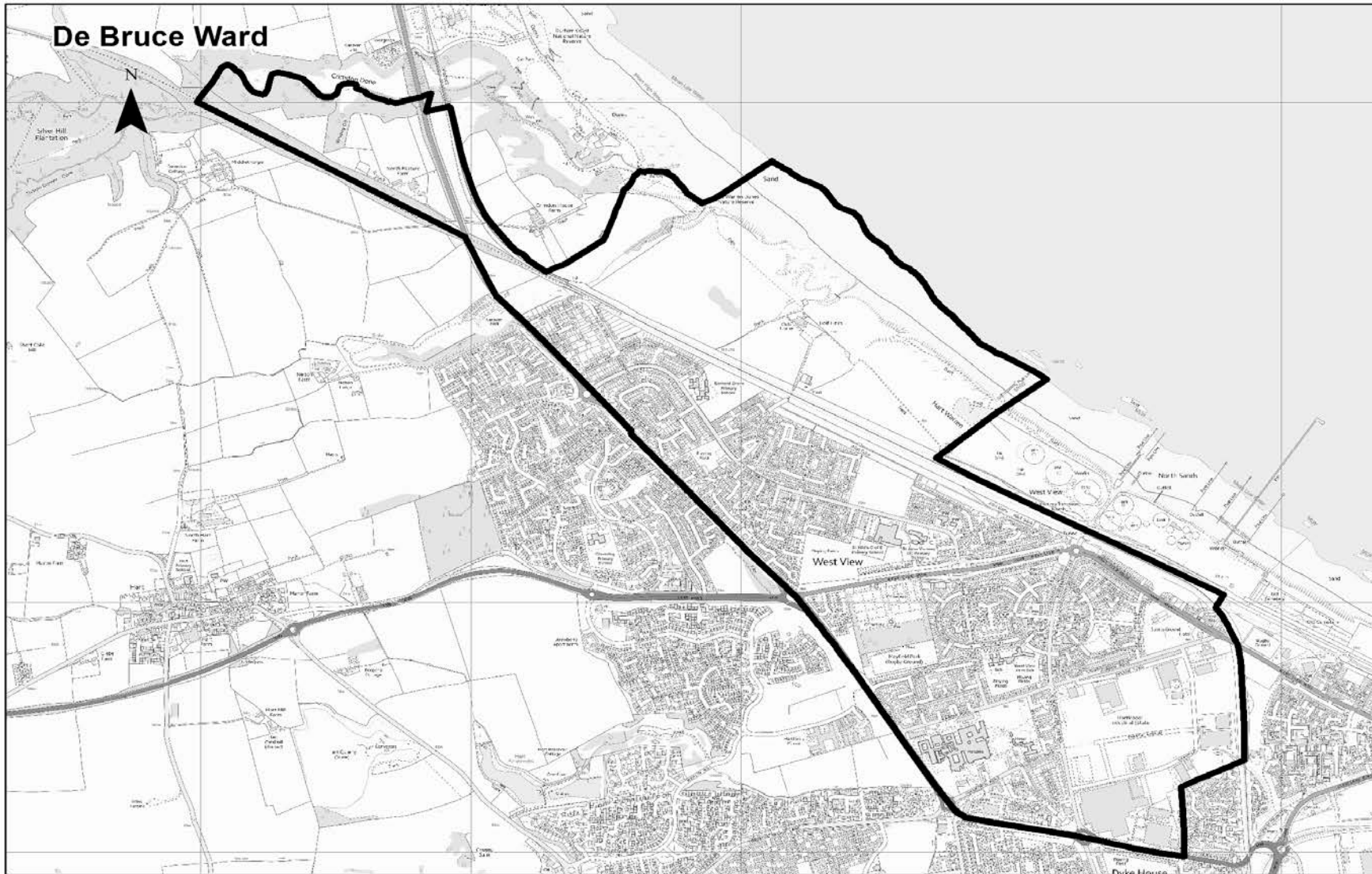


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
De Bruce	6,146	-0.98%	<p>1. Equality of representation. The proposed ward falls within the agreed variance at -0.98%</p> <p>2. Effective and convenient local government. This proposal largely follows the pattern of the current De Bruce Ward ensuring minimal disruption locally should the proposals be agreed.</p> <p>3. Community identity. This is a natural and long established neighbourhood within Hartlepool with a very strong sense of community and connectedness within the area. The ward includes the communities of West View and King Oswy. The defining boundary is Easington Road to the south and west, the rail track to the east and the coastline to the north. There are community links between St. Hild's Secondary School and three primary schools: Barnard Grove, West View and St. John Vianney's as well as six churches of varying denominations and the Community Hub North. Two main shopping areas in King Oswy and Brus corner and a number of public houses also feature in the proposed ward. Hartlepool Hospital, which serves the town, is based in the proposed ward, along with West View Cemetery, Mayfield Park Rugby Club, King George V playing field, Hartlepool Golf Course and the West View Youth Project. The new proposed ward boundary changes the eastern boundary of the current ward to reflect that the new housing built on the coast has greater community linkages with the Headland and Harbour ward. No change is proposed to the ward name as the community now identifies itself as De Bruce having previously been called Brus.</p>

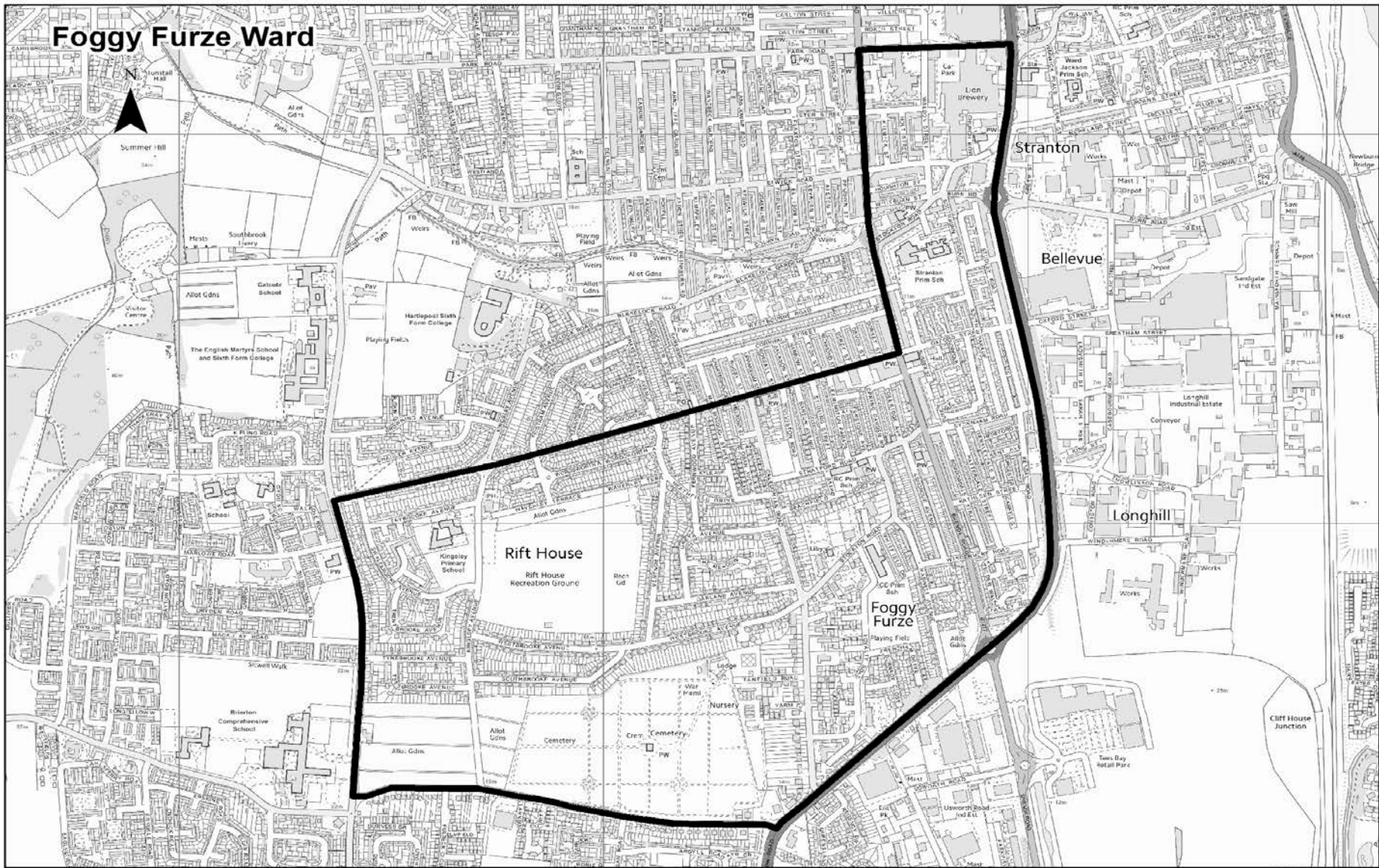


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Foggy Furze	6119	-1.42%	<p>1. Equality of representation. The new ward falls within the agreed criteria with a -1.42% variance on the overall average.</p> <p>2. Effective and convenient local government. The proposed ward follows a similar pattern to the existing Foggy Furze Ward, the proposal encompasses an area to the north west of the Ward which brings the natural neighbourhood of ‘Belle Vue’ together in the same Ward. The Boundary to the North of the Ward is Oxford Road which provides a clear and distinct natural boundary to this proposal. The Ward is bounded by Catcote Road to the west and Belle Vue Way to the east. The proposed ward pattern is broadly similar to existing arrangements and will make transition to future arrangements smoother for local communities.</p> <p>3. Community identity. The proposal includes the communities of Belle Vue and Foggy Furze. Four primary schools are situated in the proposed ward including Stranton, which has a Community Learning Centre on-site, St. Aidan’s, St. Cuthbert’s and Kingsley. Five churches feature in the proposed ward, along with the Belle Vue Community, Sports and Youth Centre and Camerons Brewery. The Rift House Recreational Ground, Stranton Allotments, Waverley Terrace Allotments and Waverley Terrace Community Allotment are also located here. There are several main shopping parades and a range of individual shops throughout the area as well as a number of public houses and social clubs. No change is proposed to the ward name as the area is traditionally known as Foggy Furze and this was retained at the previous electoral review.</p>

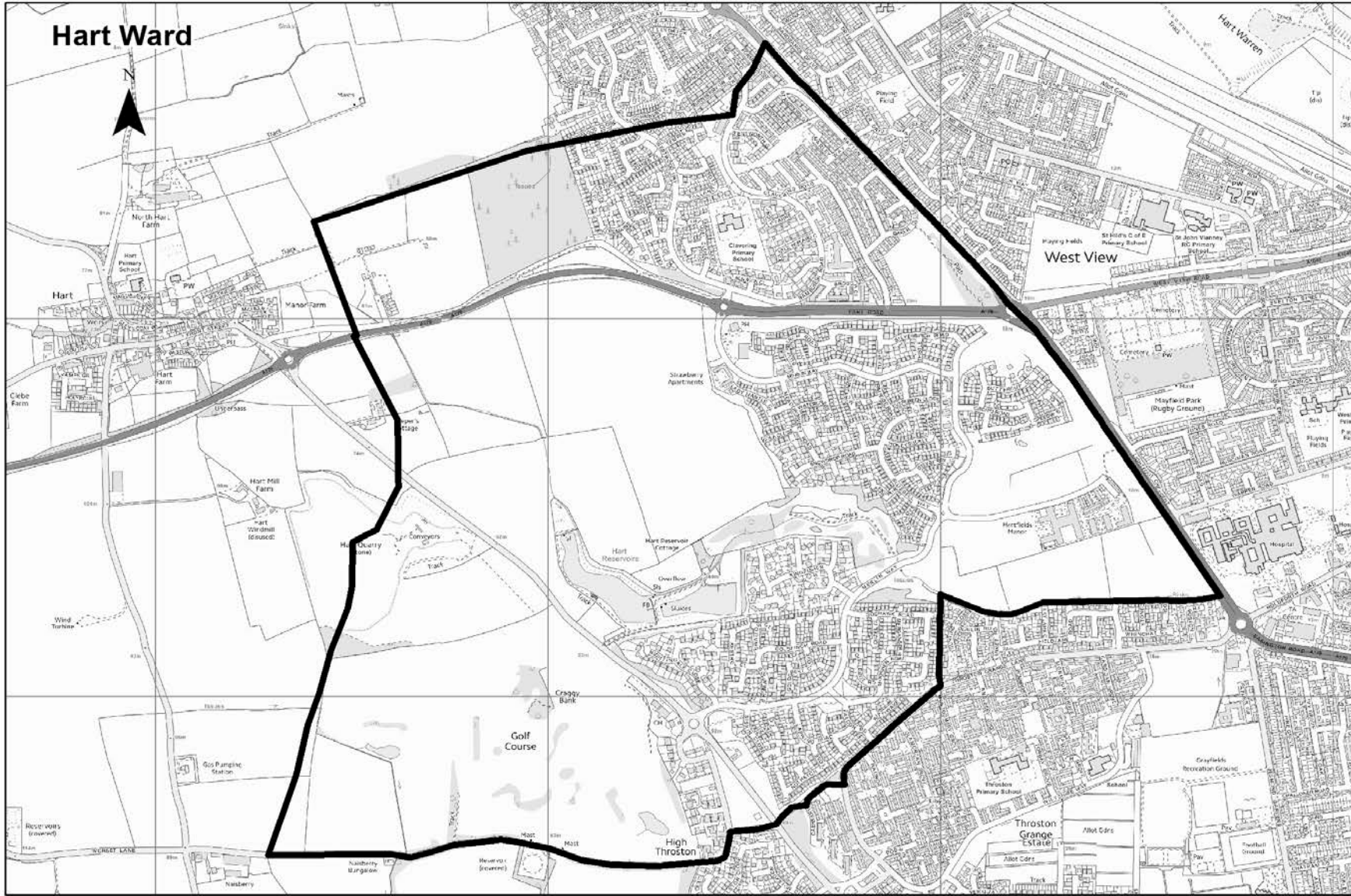


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Hart	5,928	-4.49%	<p>1. Equality of representation. The proposed ward sits within the agreed tolerance variance at -4.49%.</p> <p>2. Effective and convenient local government. The proposed ward retains a large area of the current warding pattern including Bishop Cuthbert and a large amount of the Clavering estate. This will assist in minimal disruption should proposals be agreed.</p> <p>3. Community identity. The proposed ward incorporates the whole of the Bishop Cuthbert community, the southern part of the Clavering community and the Worset Lane community adjacent to the High Throston Golf Course. The southern and eastern boundaries follow the line of the existing ward with the roads of Throston Grange Lane and Easington Road providing natural boundaries between communities. The Clavering estate resides to the north of the Ward and shares many similarities with the Bishop Cuthbert community. The linkages between the two areas have been strengthened recently with improved crossing points at the A179 improving the natural connectivity between the two estates. Local shopping parades as situated in Merlin Way and Clavering Road. The area also encompasses Clavering Primary School, Hartfields Retirement Village and the High Throston Golf Course. No change is proposed to the ward name as it is well established in the borough and the community relate to it.</p>



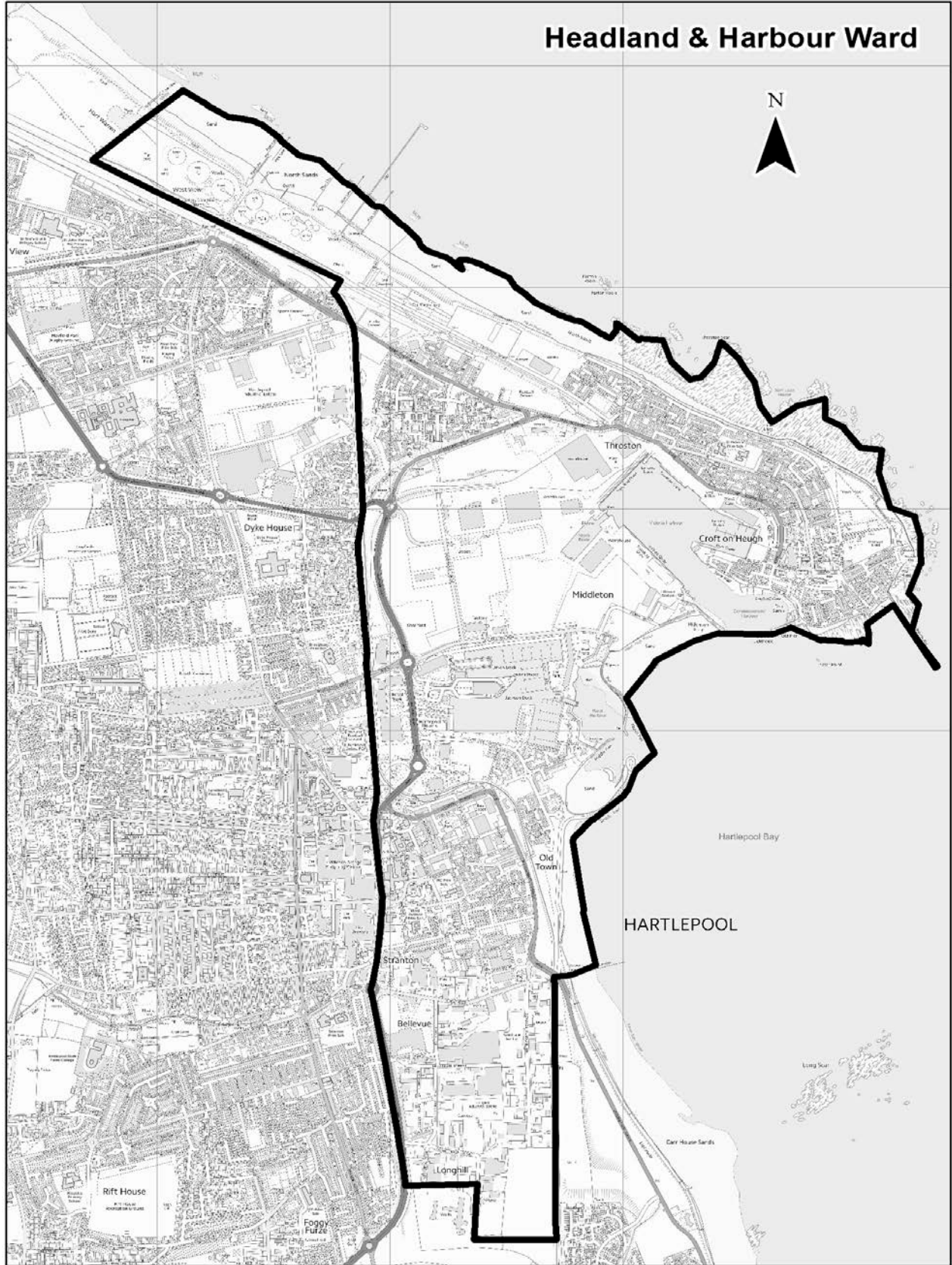
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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Headland and Harbour	6,099	-1.74%	<p>1 Equality of representation. The proposed ward falls within the agreed variance at -1.74%</p> <p>2. Effective and convenient local government. This proposed Ward follows the ward pattern of the current Ward, with the exception of the new housing development to the far north east of the boundary. This new development sits naturally alongside the Headland neighbourhood of this ward with significant coastal footpaths and main routes linking the areas. Maintaining the existing ward and the distinct natural communities that form it will provide minimal disruption in taking the new arrangements forward.</p> <p>3. Community Identity. The ward is defined by its strong historic and maritime heritage and contains the main visitor and tourist locations in the town and the working port, around which are located the communities of the Headland, Central Estate, the marina and Burbank. The key tourist areas of the Headland and marina share common identities and include several visitor attractions such as the Hartlepool Maritime Experience, the marina, the Art Gallery and Tourist Information Centre, the Heugh Gun Battery and the historic St Hilda's Church. The Headland formed the original settlement of Hartlepool Facilities include the Borough Hall – a large multi-use public building including the local library and sports centre - a health centre, a local shopping parade at Northgate, a number of churches and several pubs. Other facilities are shared with the nearby Central Estate community including St Bega's and St Helen's primary schools, community sports ground, Hartlepool Rovers rugby club, as well as Spion Kop and Central Park informal recreation areas. Both areas have strong community and voluntary sector support networks. The marina and Burbank communities are located to the south of the proposed ward. Two primary schools, St. Josephs and Ward Jackson serve these communities as well as a number of churches and both areas have strong community networks. The proposed ward also includes the key regeneration area known as the Innovation and Skills Quarter which incorporates the rebuilt Hartlepool College of Further Education and the newly constructed Cleveland College of Art and Design which is situated in Church Street. Church Street itself is subject to an ongoing major regeneration initiative. No change is proposed to the ward name as following its introduction in 2012 it has been accepted and clearly identifies the areas of this distinct ward.</p>

Headland & Harbour Ward

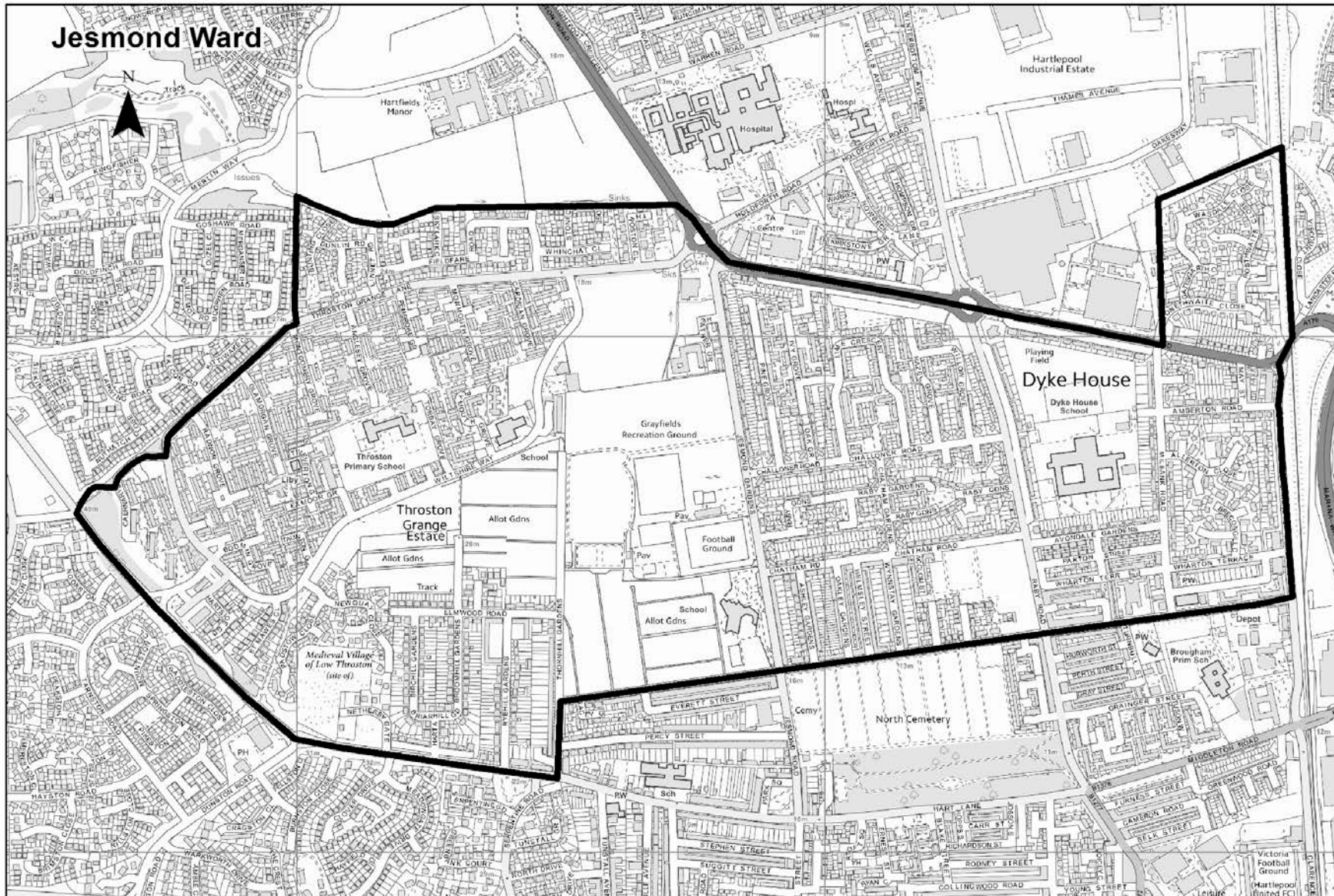


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Jesmond	6,528	+5.17%	<ol style="list-style-type: none"> <li data-bbox="808 341 2089 411">1. Equality of representation – the proposed ward falls within the criteria with a variance of +5.17% <li data-bbox="808 453 2089 523">2. Effective and convenient local government. This proposal retains the existing ward pattern within this locality meaning that there will be no disruption if agreed. <li data-bbox="808 564 2089 1176">3. Community Identity. The proposal for the Jesmond Ward follows the same boundary of the existing ward, retaining the strong community feel and natural make up of this neighbourhood. The proposed ward incorporates the distinct communities of Throston (the area south of Throston Grange Lane) and Dyke House which has seen significant housing market renewal activity in recent years. The communities share many common amenities including Grayfield’s sport and recreation facilities, which serve the north of the town and Dyke House Sports & Technology College. Three established primary schools are situated in the proposed ward: Throston, Springwell and Jesmond Road. Shared community facilities include Throston Grange library, Wharton Annexe (a Social Action Hub), the Avondale Community Learning Centre, Chatham House Children’s Centre and the recently refurbished St. Oswald’s Church Hall, all of which offer a range of services and activities to the local community. Other connections include a local shopping centre at the top of Wiltshire Way, a small shopping parade on Chatham Road and individual shops across the proposed ward. Hartlepool Enterprise Centre, which houses a wide range of small businesses and start-up facilities, is situated within the proposed ward. No change is proposed to the ward name as this has been well received and accepted since its introduction at the last electoral review.



Jesmond Ward

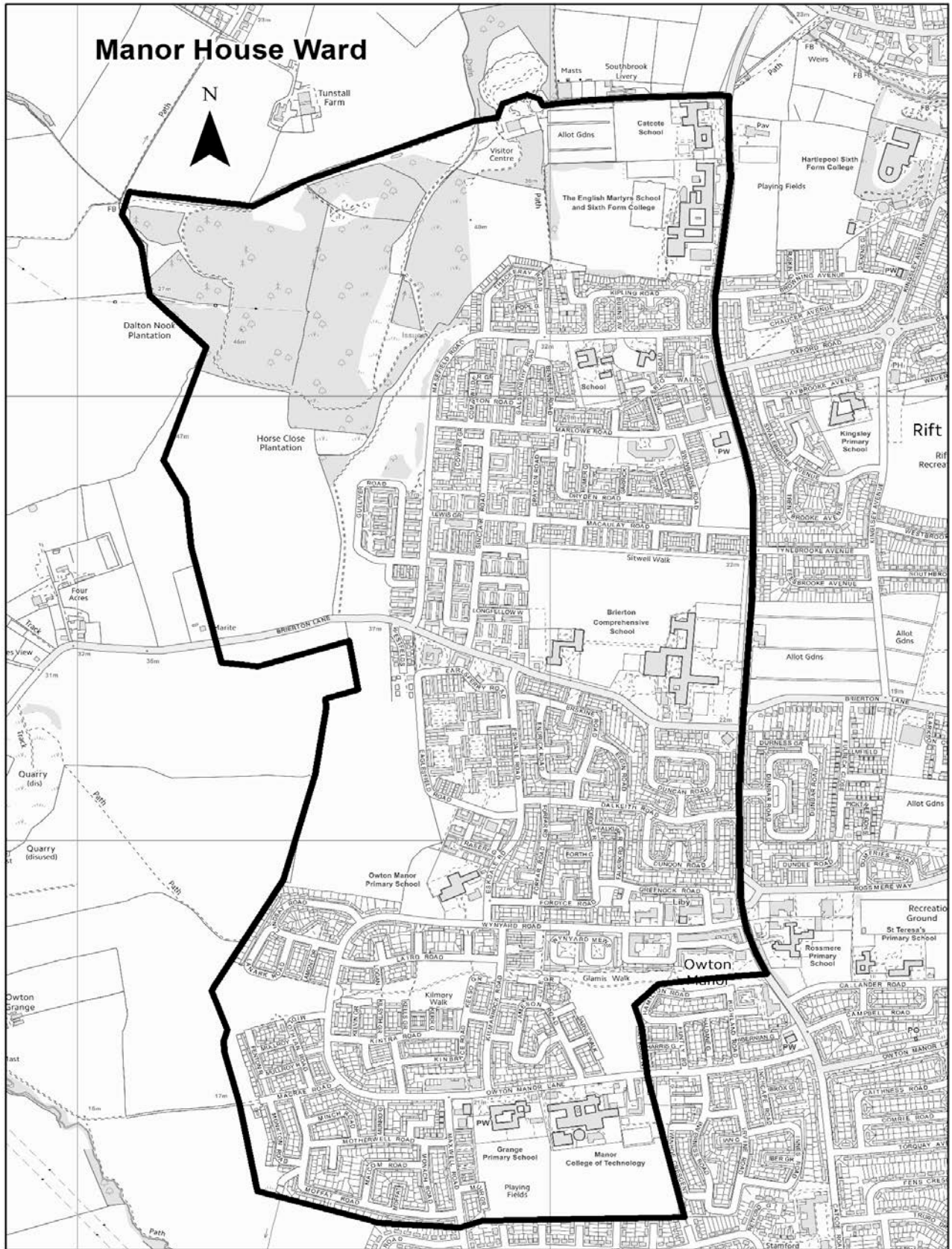


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Manor House	6,513	+4.93%	<ol style="list-style-type: none"> <li data-bbox="808 384 1984 448">1. Equality of representation. The new ward falls within the agreed criteria with a +4.93% variance on the overall average. <li data-bbox="808 480 2029 608">2. Effective and Convenient Local Government. The proposed Ward follows the boundary of the existing Ward with the exception of the south west corner. Maintaining the status quo will ensure minimum disruption to the local community if the proposal is agreed. <li data-bbox="808 647 2051 1171">3. Community Identity. This Ward is a distinct and long established natural neighbourhood and historically these communities were built as one and share a broad range of community facilities. The communities are physically connected and share similar neighbourhood issues. Shopping facilities include local shopping parades at Brierton Lane, Catcote Road, Wynyard Road and St. Patrick's on Owton Manor Lane. Shared community facilities include the Community Hub South, Kilmarnock Road Centre, Rift House Community Building, Rift House Children's Centre, St. Columba Church Hall. Manor College of Technology, English Martyrs School and Sixth Form College plus three primary schools: Eskdale Academy, Grange and Rift House as well as Catcote Special School are situated in the proposed ward. A number of churches also serve the area. The Centre for Educational, Training and Learning and Brierton Sports Centre are also situated in the proposed ward. Summerhill Country Park and Visitors Centre, which serves the town, provides a natural boundary to the north of the ward and the western fringe of the ward is bounded by a green open space. No change is proposed to the ward name as it gives a combined identity of two separate areas, Owton Manor and Rift House.

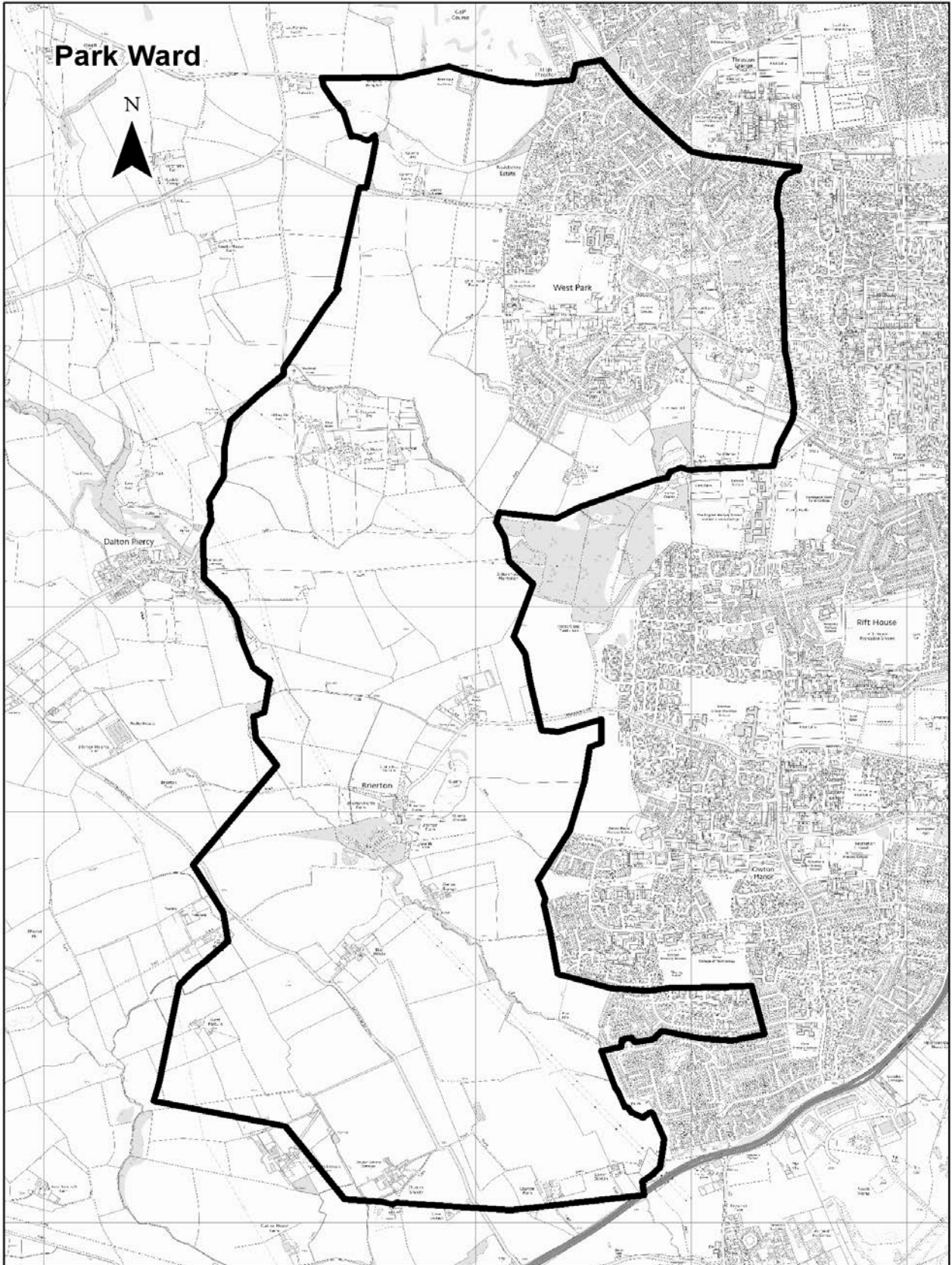


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Park	5,911	-4.77%	<ol style="list-style-type: none"> <li data-bbox="788 379 1973 448">1. Equality of representation. The proposed ward fits within the agreed tolerance variance at -4.77%. <li data-bbox="788 491 2065 671">2. Effective and convenient local government. The proposed 'Rural West??' Ward incorporates a significant part of the urban area that is currently included in the existing Rural West ward. Retaining the High Throston, West Park and Naisberry Park communities together within the same ward will ensure minimum disruption for residents if the proposal is agreed. <li data-bbox="788 715 2065 1112">3. Community identity. Retaining the High Throston, West Park and Naisberry Park communities together within the same ward recognises the strong linkages and natural connection of these communities. The proposed ward incorporates a significant rural area including a number of farms. To the south east of the ward the area of the Fens estate bounded by Mowbray Road to the south, Owton Manor school field to the North and Catcote Road to the east is also included. There will be significant development within this ward, primarily through the town's south west extension which will create natural linkages to the existing aforementioned Fens estate. The proposed change to Park Ward is due to the area traditionally been referred to locally as the Park and residents referring to it as the old Park ward which was removed at the previous electoral review.

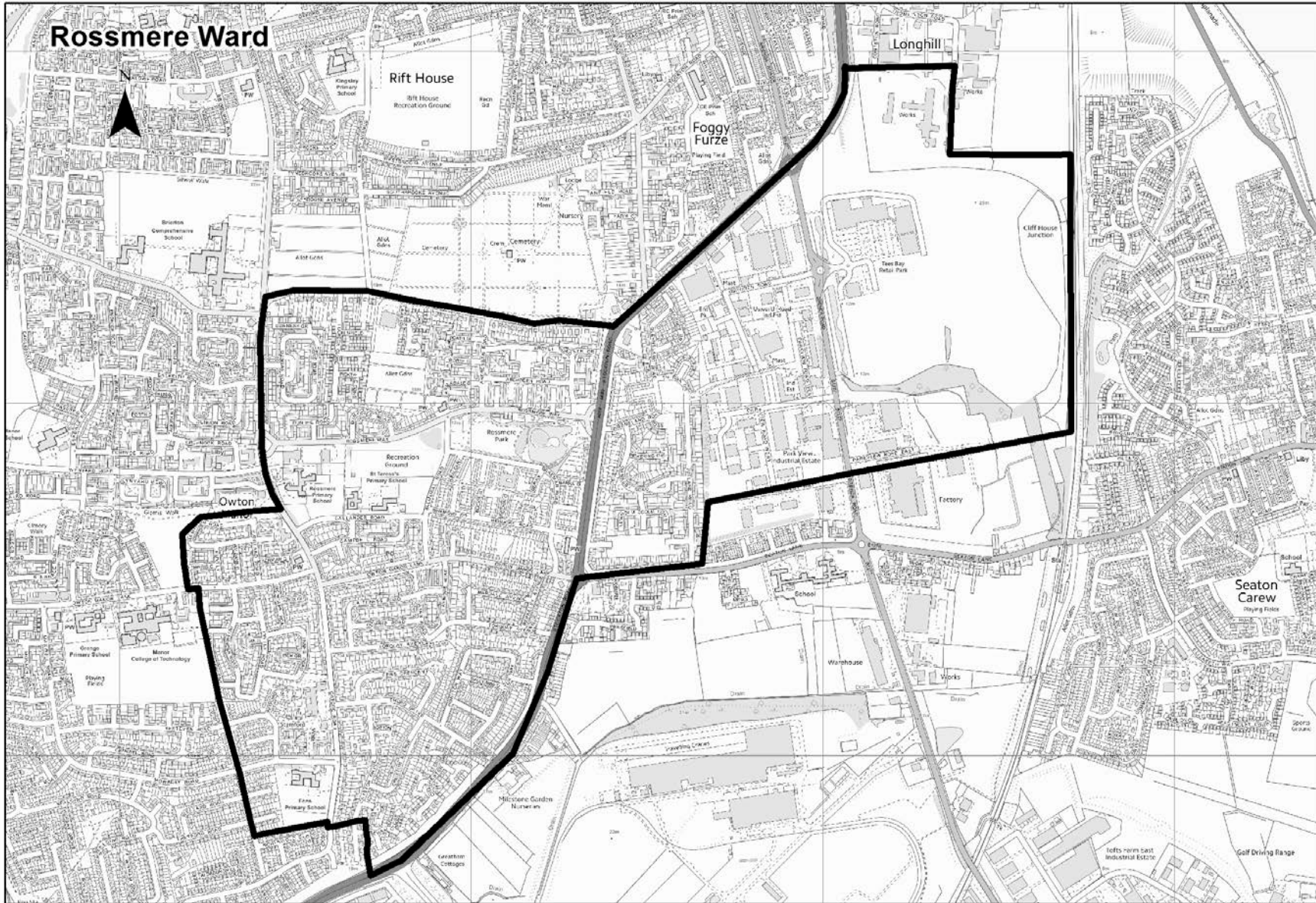


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Rossmere	6,125	-1.32%	<p>1. Equality of representation. The proposed ward sits within the variance tolerance at -1.32%</p> <p>2. Effective and convenient local government. The proposed ward arrangement brings together the whole of the Rossmere area and retains a proportion of the existing ward layout. This should ensure a smooth transition should the proposal be agreed.</p> <p>3. Community identity. The proposed Fens and Rossmere Ward brings the whole of the Rossmere neighbourhood back together after being separated in the last review. Although separated by the A689 the linkages of the Rossmere neighbourhood have improved significantly in recent years with increased pedestrian links between the two locations, strengthening an already strong community identity.</p> <p>The area also includes adjoining neighbourhoods of the Fens estate and the area known as the 'I' block. These neighbourhoods are naturally connected and share many community facilities including three primary schools; Fens, St. Teresa's and Rossmere and St James' Church. The area also includes Rossmere Park, Rossmere allotments and shopping parades in Owton Manor Lane, Catcote Road and Jutland Road. There are also a number of pubs in the area. The proposed Rossmere ward name related to how the area is known locally and what the residents relate to.</p>

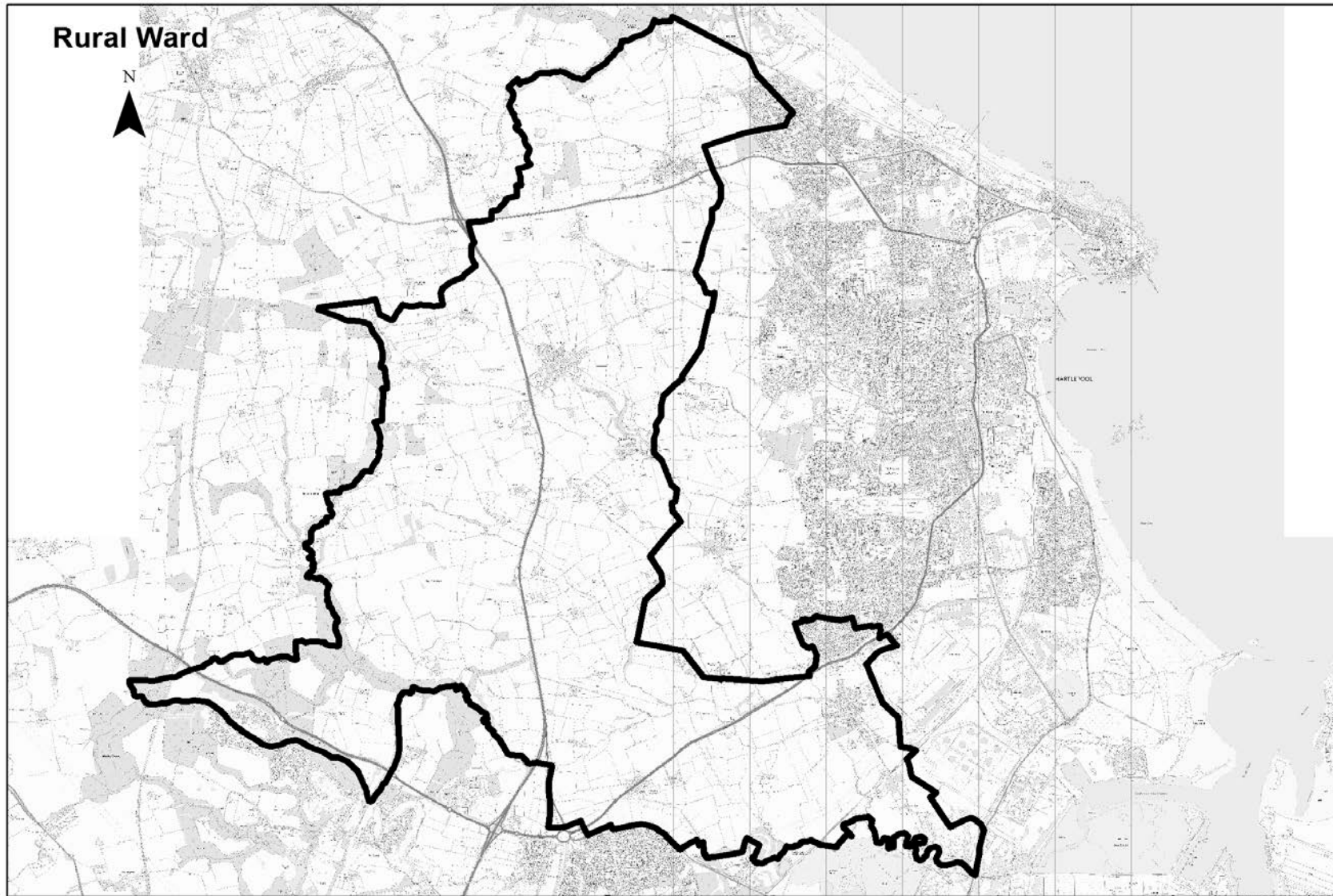


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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Rural	6,155	-0.84%	<p>1. Equality of representation. The proposed ward fits within the tolerance variance at -0.84%</p> <p>2. Effective and convenient local government. The proposed Ward brings together all of the rural villages and the rural parish councils into one ward. The proposed ward will also lead to the de-warding of the Greatham Parish assisting governance at a very local level.</p> <p>3. Community identity. The proposed 'New Ward' incorporates the town's outlying villages and two urban areas to the north east and south east of the ward. The existing ward pattern includes the villages of Greatham, Dalton Piercy, Newton Bewley, and Elwick. The proposed ward will bring in the remaining outlying village of Hart which will give the villages' equal and fair representation locally. The outlying area of new housing development at Wynyard is also included within this ward as is the north area of the Clavinging estate and the area of South Fens (part of which is within the Greatham Parish). These two areas have a similar demographic and will share many common issues. The proposed Rural ward name encompasses a lot of the previous Rural West ward and is made up of all the villages which form the rural element of the Hartlepool borough.</p>



Rural Ward

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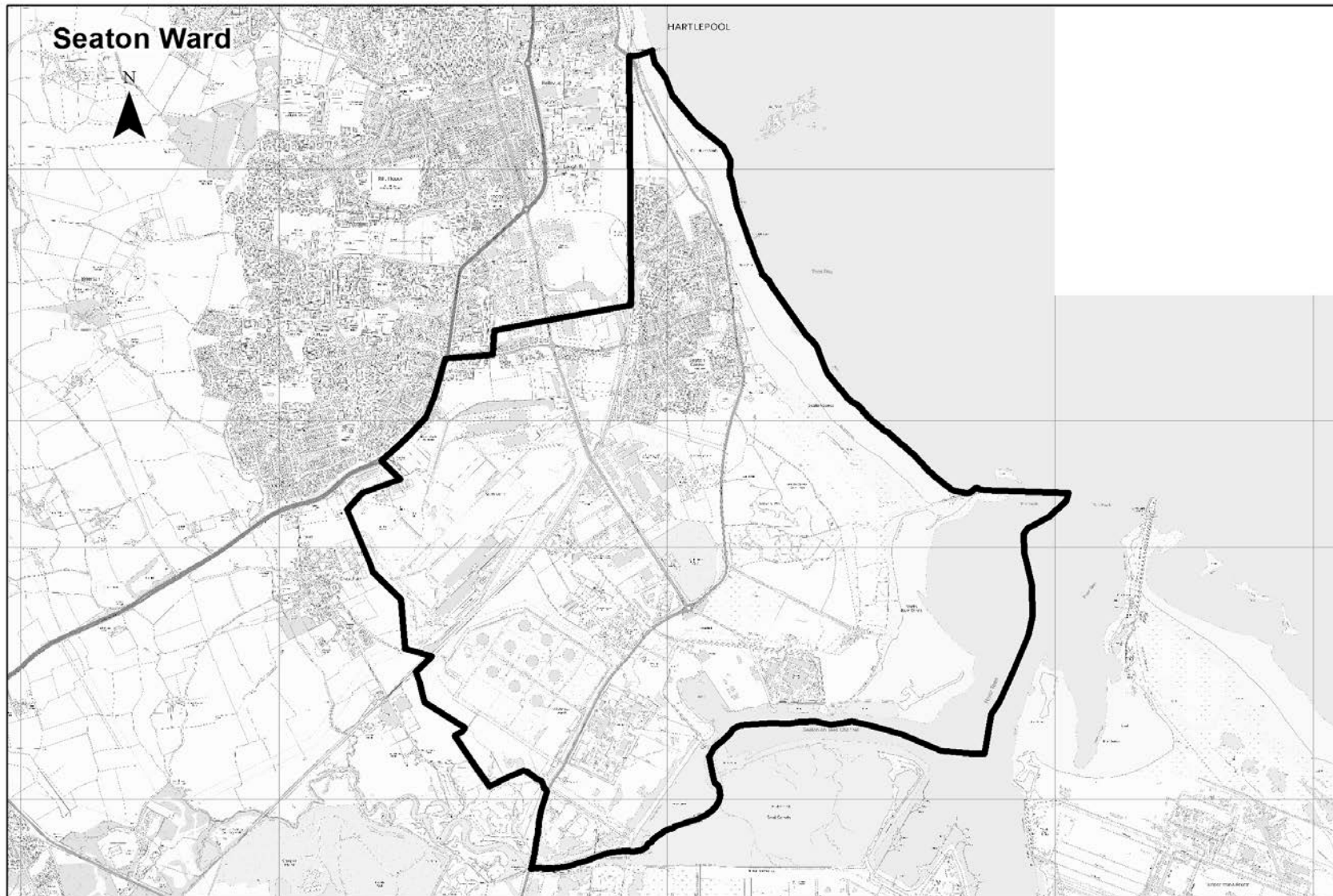
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Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Seaton	6,605	+6.41%	<p>1. Equality of representation. The proposed ward sits within the variance tolerance at +6.41%.</p> <p>2. Effective and convenient local government. The proposed ward encompasses much of the existing ward pattern which will ensure minimal disruption should proposals be agreed.</p> <p>3. Community identity. The proposed ward is bordered by the natural neighbourhood boundaries of the A689, Seaton Lane and the main railway line to the West. The coastline and the towns' southern boundary form the boundaries to the east and south respectively.</p> <p>The Ward incorporates the settlement of Seaton Carew, the coastal strip which includes Seaton Dunes and several Sites of Special Scientific Interest (SSSI's), plus the industrial land to the south of the town (Southern Business Zone) including Queens Meadow Business Park.</p> <p>Seaton Carew is a distinct settlement and a seaside resort with traditional seafront attractions. It has a library, shopping parades at Elizabeth Way and Station Lane, several public houses / social clubs, hotels, a golf course, a cricket ground, local parks and playing fields and several churches. No change is proposed to the ward name as Seaton is an area in its own right.</p>

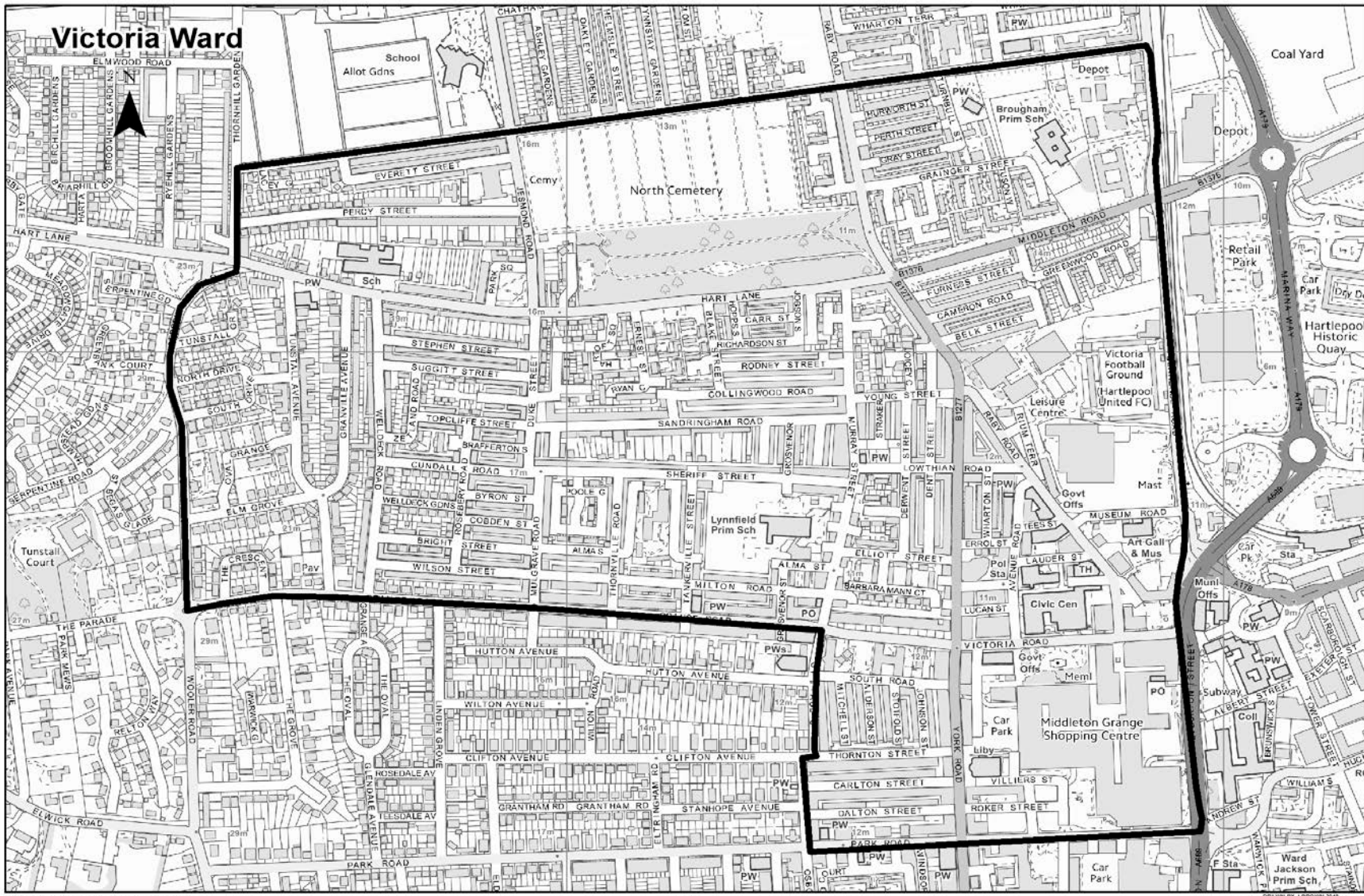


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HARTLEPOOL BOROUGH COUNCIL

GH1 Proposed Ward Name	Forecast Electorate	Forecast Electoral Variance	Evidence and rationale that proposals meet the three statutory criteria
Victoria	5,804	-6.49%	<p>1. Equality of representation. The new ward falls within the agreed criteria with a -6.49% variance on the overall average.</p> <p>2. Effective and convenient local government. This proposal retains the existing ward pattern within this locality meaning that there will be no disruption if agreed.</p> <p>3. Community identity. The towns' football club, Hartlepool United are situated within this ward. The club have strong community ties and a social connection with this area, the name Victoria stems from this connection with the Club playing out of Victoria Park and links to the old Victoria dock. Chester Road and Brougham Terrace to the north provide a natural neighbourhood boundary to the proposed Victoria Ward. To the west the main route of Wooler Road forms a natural boundary, as does Lancaster Road and Clarence Road (adjacent to the major rail route through the town) to the wards eastern edge. To the south Park Road / Grange Road forms a natural boundary with the proposed Burn Valley ward. This proposed Ward is a strong and established community. Shared facilities include three primary schools - Sacred Heart, Lynnfield School and Brougham Primary School, a number of churches and other places of worship within the area including Grange Road Methodist Church which has a resource centre and two mosques. A local shopping centre at Murray Street serves the local community and facilities here include the Salaam Centre. A number of shops along Duke Street, a supermarket and a number of social clubs also serve the community within this ward. North Cemetery is a prominent feature within the area and the Friends of North Cemetery strive to improve its environment and use as a community resource. The Council's Civic Centre is situated within the Ward together with the Community Hub Central which serves the needs of the local community within this area, The Mill House Leisure Centre, Middleton Grange Shopping Centre, York Road shopping parade are also situated within this Ward.</p>



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5.0 Consultation

- 5.1** The Working Group has shared its proposals with the wider Council membership. Once the Working Group had decided on its first draft set of proposals it consulted political groups via a Members' Seminar, so that Councillors who were not on the Working Group were able to comment on the proposals first-hand.
- 5.2** Publicity has been given to the Electoral Review via the Council's website, social media and local consultation mechanisms including the Hartlepool Online Panel.

6.0 Conclusion

- 6.1** This submission, therefore, represents consideration of all the factors highlighted above. In particular, the statutory criteria has been a fundamental basis for decision making and the principles and guidance on these criteria have been extensively reviewed and considered by the Working Group with supportive reasoning and evidence contained within this submission. There has been regard to the strong sense of community when considering ward names and the names suggested have tried to reflect the locality of the ward and the associated history and strong ties that exist within the community.
- 6.2** This submission presents the case for the recommended Warding arrangements for Hartlepool Borough Council.

7.0 Recommendation

- 7.1** That the Commission carefully considers the Council's submission on warding arrangements, when forming its recommendations due to be published in the February 2019.