

# Final recommendations on the new electoral arrangements for Hull City Council

Electoral review

October 2017

## Translations and other formats

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The Local Government Boundary Commission for England GD 100049926 2017

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# Summary

## Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament. We are not part of government or any political party. We are accountable to Parliament through a committee of MPs chaired by the Speaker of the House of Commons.

2 Our main role is to carry out electoral reviews of local authorities throughout England.

## Electoral review

3 An electoral review examines and proposes new electoral arrangements for a local authority. A local authority's electoral arrangements decide:

- How many councillors are needed
- How many wards or electoral divisions there should be, where are their boundaries and what should they be called
- How many councillors should represent each ward or division

## Why Hull?

4 We are conducting a review of Hull as the value of each vote in city council elections varies depending on where you live in Hull. Some councillors currently represent many more or fewer voters than others. This is 'electoral inequality'. Our aim is to create 'electoral equality', where votes are as equal as possible, ideally within 10% of being exactly equal.

## Our proposals for Hull

- Hull should be represented by 57 councillors, two fewer than there are now.
- Hull should have 21 wards, two fewer than there are now.
- The boundaries of all wards should change, none will stay the same.

5 **We have now finalised our recommendations for electoral arrangements for Hull.**

# What is the Local Government Boundary Commission for England?

6 The Local Government Boundary Commission for England is an independent body set up by Parliament.<sup>1</sup>

7 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
  - Dr Peter Knight CBE, DL
  - Alison Lowton
  - Peter Maddison QPM
  - Sir Tony Redmond
- 
- Chief Executive: Jolyon Jackson CBE

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<sup>1</sup> Under the Local Democracy, Economic Development and Construction Act 2009.

# 1 Introduction

8 This electoral review was carried out to ensure that:

- The wards in Hull are in the best possible places to help the Council carry out its responsibilities effectively.
- The number of voters represented by each councillor is approximately the same across the city.

## What is an electoral review?

9 Our three main considerations are to:

- Improve electoral equality by equalising the number of electors each councillor represents
- Reflect community identity
- Provide for effective and convenient local government

10 Our task is to strike the best balance between them when making our recommendations. Our powers, as well as the guidance we have provided for electoral reviews and further information on the review process, can be found on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Consultation

11 We wrote to the Council to ask its views on the appropriate number of councillors for Hull. We then held three periods of consultation on warding patterns for the city. The submissions received during consultation have informed our draft, further draft and final recommendations.

12 This review was conducted as follows:

| Stage starts    | Description   |
|-----------------|---|
| 9 August 2016   | Number of councillors decided   |
| 23 August 2016  | Start of consultation seeking views on new wards  |
| 31 October 2016 | End of consultation; we begin analysing submissions and forming draft recommendations         |
| 10 January 2017 | Publication of draft recommendations, start of second consultation                            |
| 6 March 2017    | End of consultation; we begin analysing submissions and forming further draft recommendations |
| 13 June 2017    | Publication of further draft recommendations, start of third consultation                     |
| 8 August 2017   | End of consultation; we begin analysing submissions and forming final recommendations         |
| 3 October 2017  | Publication of final recommendations  |

## How will the recommendations affect you?

13 The recommendations will determine how many councillors will serve on the Council. They will also decide which ward you vote in and which other communities are in that ward. Your ward name may also change.

## 2 Analysis and final recommendations

14 Legislation<sup>2</sup> states that our recommendations should not be based only on how many electors<sup>3</sup> there are now, but also on how many there are likely to be in the five years after the publication of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for our wards.

15 In reality, we are unlikely to be able to create wards with exactly the same number of electors in each; we have to be flexible. However, we try to keep the number of electors represented by each councillor as close to the average for the council as possible.

16 We work out the average number of electors per councillor for each individual local authority by dividing the electorate by the number of councillors, as shown on the table below.

|   | 2016    | 2022    |
|---|---------|---------|
| Electorate of Hull                        | 185,501 | 186,620 |
| Number of councillors                     | 57      | 57      |
| Average number of electors per councillor | 3,254   | 3,274   |

17 When the number of electors per councillor in a ward is within 10% of the average for the authority, we refer to the ward as having 'good electoral equality'. All of our proposed wards for Hull will have good electoral equality by 2022.

18 Our recommendations cannot affect the external boundaries of the city or result in changes to postcodes. They do not take into account parliamentary constituency boundaries. The recommendations will not have an effect on local taxes, house prices, or car and house insurance premiums and we are not able to take into account any representations which are based on these issues.

### Submissions received

19 See Appendix C for details of the submissions received. All submissions may be viewed at our offices by appointment, or on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

### Electorate figures

20 The Council submitted electorate forecasts for 2022, a period five years on from the scheduled publication of our final recommendations in 2017. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 1% by 2022.

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<sup>2</sup> Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

<sup>3</sup> Electors refers to the number of people registered to vote, not the whole adult population.

21 We considered the information provided by the Council and are satisfied that the projected figures are the best available at the present time. We have used these figures to produce our final recommendations.

## Number of councillors

22 Hull City Council currently has 59 councillors. We looked at evidence provided by the Council and have concluded that decreasing by two will ensure the Council can carry out its roles and responsibilities effectively.

23 We therefore invited proposals for new patterns of wards that would be represented by 57 councillors. Given that the Council elects by thirds there is a presumption, but not a requirement, that there will be a fixed pattern of three-councillor wards.

24 We received no submissions about the number of councillors in response to our consultation on our further draft recommendations. We have therefore maintained 57 councillors for our final recommendations.

## Ward boundaries consultation

25 We received six submissions to our consultation on ward boundaries. These included three city-wide proposals from Hull City Council Conservative, Labour and Liberal Democrat groups.

26 The submission from Hull Conservative Group was based on a pattern of 58 councillors representing three one-councillor, eight two-councillor and thirteen three-councillor wards. No wards crossed the River Hull. The Labour Group submission proposed nineteen three-councillor wards, with one, Kingswood & Beverley, crossing the River Hull. Hull Liberal Democrat Group proposed two alternative schemes: the first was for three two-councillor wards and seventeen three-councillor wards; the second was for six two-councillor wards and fifteen three-councillor wards. None of the wards proposed by Hull Liberal Democrat Group crossed the River Hull.

27 In addition to the city-wide submissions, we also received submissions from two members of the public and Hull Conservative Association.

28 We carefully considered the proposals received and concluded that the proposed city-wide schemes would have good levels of electoral equality and generally used clearly identifiable boundaries.

29 Our draft recommendations were based on a combination of the city-wide proposals that we received. In some areas of the city we also took into account local evidence that we received, relating to community links and locally recognised boundaries. In some areas we considered that the proposals from the three party groups did not provide for the best balance between our statutory criteria and so we identified alternative boundaries. We also visited the area to look at the various different proposals on the ground. This tour of Hull helped us to decide between the different boundaries proposed.

30 As Hull City Council has chosen to elect by thirds there is a presumption, but not a requirement, in favour of a uniform pattern of three-councillor wards. The presumption creates a high threshold in terms of justifying smaller wards but it needs to be considered alongside our three statutory criteria. In our draft recommendations, we considered that the physical, social and cultural boundary presented by the River Hull, as well as the geographical distance between communities in the one cross-river ward that was proposed, meant there was sufficiently strong evidence for all wards to be wholly east or west of the river. When 57 councillors are divided proportionately according to the number of electors forecast to live east and west of the river in 2022 this results in 29 councillors in west Hull and 28 councillors in east Hull. This meant that it was impossible to create a uniform pattern of three-councillor wards. In this exceptional case, we were persuaded that our statutory criteria would not be balanced in a uniform pattern of three-councillor wards. We therefore recommended a number of two-councillor wards in certain parts of the city.

31 Our draft recommendations were for seventeen three-councillor wards and three two-councillor wards. We considered that our draft recommendations would provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

## Draft recommendations consultation

15 We received 283 submissions, including two petitions, during the consultation on our draft recommendations, a majority of which referred to more than one ward. These included city-wide proposals from Hull Conservative, Labour and Liberal Democrat groups.

16 Hull Conservative Group proposed two schemes, both of which had fifteen three-councillor and six two-councillor wards; none of the wards crossed the River Hull. Hull Labour Group proposed fifteen three-councillor and six two-councillor wards and also asked us to reconsider our decision not to adopt its proposed cross-river Kingswood & Beverley ward. Hull Liberal Democrat Group proposed seventeen three-councillor wards and three two-councillor wards.

17 The majority of the other submissions focused on specific areas, particularly our proposed Beverley & Sculcoates, Drypool, Holderness, Kingswood, Newington & St Andrew's, North Carr, West Carr and Wyke wards.

18 In response to the submissions received we made changes to all of our east Hull wards as well as Avenue, Boothferry, Myton, and Newington & St Andrew's wards in west Hull. However, as with our draft recommendations, we concluded that no ward should cross the River Hull.

19 Due to the number of wards and electors affected by the changes proposed, we considered it reasonable for there to be an additional short period of consultation to allow local residents and organisations to comment upon them.

20 Our further draft recommendations were for seventeen three-councillor wards and three two-councillor wards. Prior to the publication of the further draft recommendations, we visited Hull a second time to examine the proposed ward

boundaries on the ground and assess for ourselves the extent to which they met our statutory criteria. We considered that these recommendations provided good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

## Further draft recommendations consultation

32 We received 747 submissions during consultation on our further draft recommendations. These included city-wide comments from Hull Conservative, Labour and Liberal Democrat groups. The three political parties commented at length on the further draft recommendations but did not make substantial alternative proposals. The majority of the other submissions followed some form of standard template either for or against the further draft recommendations. Most submissions referred to more than one ward with the wards referred to most often being Beverley & Sculcoates, Kingswood and West Carr.

33 The submissions include four comments made on our Facebook page that were made in response to the further draft recommendations.

34 In our final recommendations, we have decided to make significant changes to our proposed Avenue, Beverley & Sculcoates, Kingswood, Myton, Newington & St Andrew's, North Carr, Pickering, West Carr and Wyke wards and a minor change to our proposed Boothferry ward. The final recommendations take into account the submissions we received during all three stages of public consultation.

35 None of our proposed wards cross the River Hull. However, we have concluded that, based on the new evidence received, our three statutory criteria would be most effectively balanced by the creation of three additional two-councillor wards in west Hull, specifically our new Bricknell and Central wards and our revised Pickering ward. Our reasoning is set out below in more detail.

36 This has been a very politically contentious review with very strong views expressed in some of the submissions. This is not new or unexpected as our recommendations can arouse strong feelings and we encourage robust scrutiny of them. We are particularly pleased to have received over 1,000 submissions during the course of the review, the vast majority of which were from local residents. It is important to reiterate that we are a politically impartial organisation and have considered all submissions purely based on the evidence provided and measured against our statutory criteria and other applicable legislation.

## Final recommendations

37 Pages 10–20 detail our final recommendations for each area of Hull. They explain how the proposed warding arrangements reflect the three statutory<sup>4</sup> criteria of:

- Equality of representation
- Reflecting community interests and identities
- Providing for effective and convenient local government

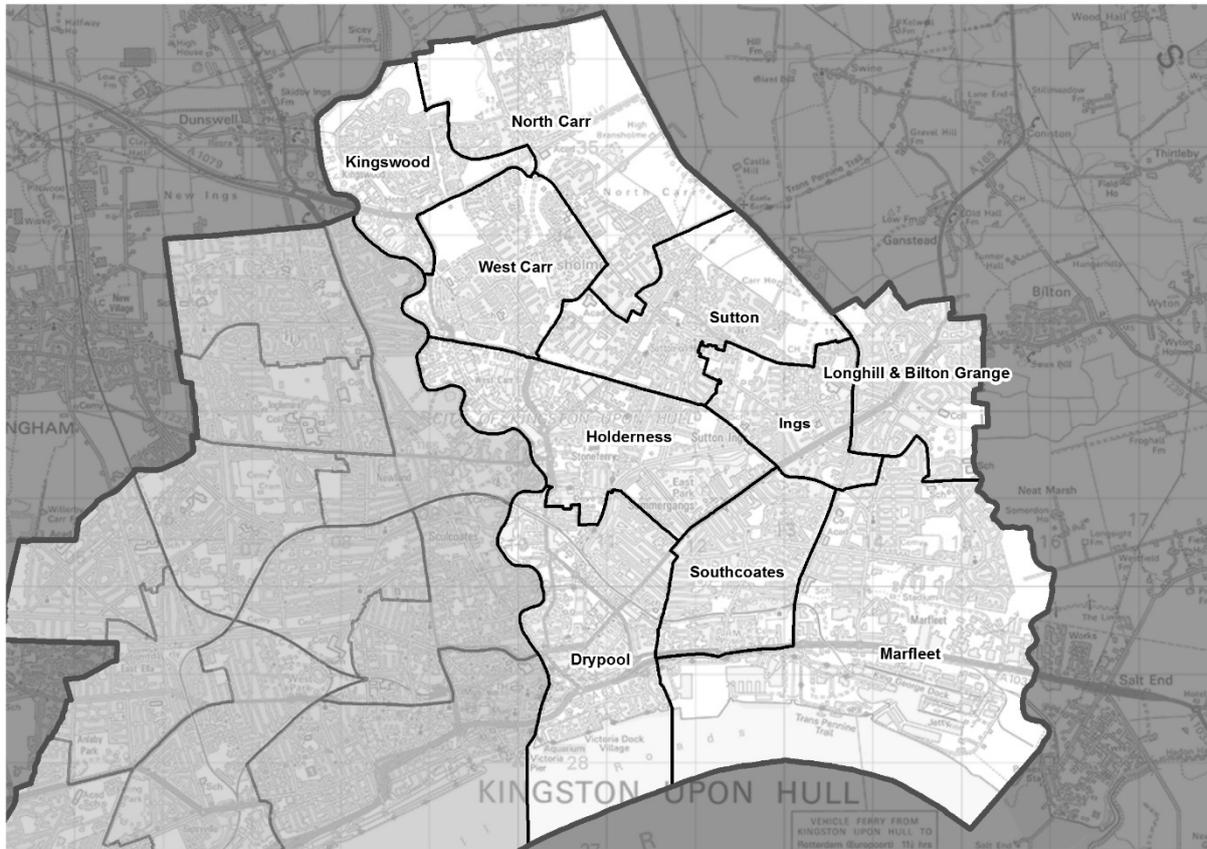
38 Our final recommendations are for 15 three-councillor wards and six two-councillor wards. We consider that our final recommendations will provide for good electoral equality while reflecting community identities and interests where we have received such evidence during consultation.

39 A summary of our proposed new wards is set out in the table on page 21 and on the large map accompanying this report.

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<sup>4</sup> Local Democracy, Economic Development and Construction Act 2009.

## East Hull



| Ward                     | Number of Cllrs | Variance 2022 |
|--------------------------|-----------------|---------------|
| Drypool                  | 3               | -6%           |
| Holderness               | 3               | -8%           |
| Ings                     | 2               | 4%            |
| Kingswood                | 2               | 1%            |
| Longhill & Bilton Grange | 3               | -5%           |
| Marfleet                 | 3               | -2%           |
| North Carr               | 3               | 4%            |
| Southcoates              | 3               | 3%            |
| Sutton                   | 3               | 3%            |
| West Carr                | 3               | 0%            |

### *Kingswood, North Carr and West Carr*

40 We received 147 submissions that referred to one of these wards, 34 of which supported the draft recommendations. The supportive submissions argued that Kesteven Way, the boundary we had proposed in our draft recommendations, is a feeder road and not a boundary. Furthermore, it was argued that our further draft recommendations kept both Kingswood and the Kingswood Area Action Plan area in one ward. The objections included: Bodmin Road Church would be in a different ward to its community; funding for the part of our proposed Kingswood ward south of Bude Road would be affected by it being warded with a more affluent area; Kingswood residents do not use Wilberforce Woods, contrary to the arguments at the previous stage of the review; many people who live south of Bude Road shop at North Point, not Kingswood Retail Park; the Grantham Avenue area identifies more strongly with north Bransholme than Kingswood.

41 The Liberal Democrat Group supported the further draft recommendations as they felt they were the best fit for the young and growing Kingswood community. They also argued that residents south of Bude Road use Asda in Kingswood Retail Park and noted that the Sutton Park community in Bransholme would be wholly in West Carr ward.

42 The Conservative and Labour groups objected to our further draft recommendations, proposing that we should revert to our draft recommendations instead. In particular, it was argued that few residents in the section of our Kingswood ward south of Bude Road use Kingswood Retail Park and that the Kingswood Area Action Plan is a planning document not a statement about community, particularly as Kingswood is still evolving. It was also argued that school catchment areas were largely kept intact in our draft recommendations and that Kingswood residents cross Wawne Road to use the Lemon Tree Nursery on Lothian Way in north Bransholme.

43 We have given very careful consideration to the evidence received and looked again at the earlier proposals from the political parties. However, we have concluded that these either split parts of Kingswood or Bransholme or cross the River Hull. We considered that none were an improvement on either our draft or further draft recommendations.

44 We also considered an alternative arrangement where the entire area north of Bude Road and west of Wawne Road would be a three-councillor Kingswood ward and the area between Holwell Road and Thomas Clarkson Way would be a three-councillor West Carr ward. However, while this arrangement might reflect community identities, not only would the electoral variances be -16% in West Carr and -12% in Kingswood, but the number of city councillors would increase from 57 to 58. We then considered amending that scheme by moving the area north of Honiton Road into West Carr, which would change the variances to -12% in Kingswood, -11% in West Carr and -1% in North Carr. Again, this would add a councillor. In addition, as no proposal at any stage of the review has used Honiton Road as a boundary we are reluctant to use it without residents in this area having had an opportunity to comment.

45 Having concluded that neither of these alternatives are acceptable, we have looked again at our draft and further draft recommendations. Much of the evidence we received was contradictory but we are concerned about the implications of dividing the well-established community south of Bude Road between wards. We are of the view that evidence has been received (for example from Bodmin Road Church), which indicates that this is a cohesive community that has shared local facilities. This has led us to reconsider our recommendations. We remain concerned that Kesteven Way is an imperfect ward boundary but also note that residents in the Grantham Avenue area associate themselves more with North Bransholme than with Kingswood, which chimed with what we saw when we visited the area. Kingswood is a relatively new area that will be subject to significant further development over the coming years. While we have no doubt that this area has a sense of community identity, it is more likely to change and evolve as new developments are built and occupied. Conversely, the west Bransholme area is a more established community and we have concluded that it should be wholly contained in West Carr ward.

46 On balance, we consider that our original draft recommendations better reflect community identity in this area as a whole. We have therefore decided to move away from our further draft recommendations. We propose that our original proposals for a two-councillor Kingswood ward and three-councillor North Carr and West Carr wards form part of our final recommendations.

#### *Drypool and Holderness*

47 We received 117 submissions that referred to these wards, 81 of which supported the draft recommendations. All the submissions discussed whether the Garden Village should be in Drypool or Holderness ward. The supportive submissions argued that residents in the Garden Village predominantly use shops and other facilities in Drypool rather than Holderness and that Mersey Primary, in Drypool, is the primary school used by most children living in the Garden Village. The submissions opposing our recommendations pointed out that the clubhouse in the Garden Village is widely used by people in Holderness; Westcott Primary School, in Holderness, is also used by children living in the Garden Village; and the shops on Holderness Road in Drypool are used by people from across east Hull.

48 The Liberal Democrat Group supported our further draft recommendations for similar reasons to those of the residents but also pointed out that the main GP practice for Garden Village residents is on Morrill Street in Drypool and that residents in Holderness tend to use different shops and facilities to those in the Garden Village. The Labour Group proposed that the Garden Village is included in Holderness ward. It argued that there are no links between the Garden Village and RB, the successor of the company who originally built the Garden Village, and that the Garden Village is more similar demographically to Holderness. The Labour Group stated that residents in the Rockford Avenue area would not be split from amenities in Rockford Fields under its scheme. The Conservative Group indicated its support for any consensus that emerged in the area. Should that not arise then it had a preference for our further draft recommendations. It stated that, while the Garden Village is an anomalous area, residents by dint of association with Drypool identify more closely with that area and should be warded accordingly.

49 We have carefully considered all the conflicting submissions we received in relation to this area over all three consultations and our conclusion is very similar to that of the Conservative Group: that the Garden Village is different from the communities around it and there are reasons to ward it in either Drypool or Holderness. However, the evidence received suggests that people living in the Garden Village identify more strongly with Drypool and that matters more than purely demographics. This was apparent from the submissions we received during all three public consultations, where the overwhelming majority of respondents expressed a preference for remaining in Drypool, primarily because that is where most of the facilities they use are located. Some Garden residents also sent specific comments stating that demographic similarity to Holderness was irrelevant to their identity.

50 Therefore, we propose that our Drypool and Holderness wards are confirmed as final without amendment.

#### *Southcoates and Marfleet*

51 We received four submissions that referred to one of these wards, two of which were supportive. The Conservative and Labour groups also supported the further draft recommendations.

52 The Liberal Democrat Group and two of the submissions argued that Alexandra Dock should be in Southcoates ward rather than Marfleet as there was little to connect the dock to Marfleet and it would make it easier to deal with anti-social behaviour that affected people living near the dock in Southcoates.

53 We have noted the issues raised by the Liberal Democrat Group and others about the location of Alexandra Dock but consider that there is greater strategic value for the city to have all the eastern docks in one ward. Therefore, we propose that our Southcoates and Marfleet wards are confirmed as final without amendment.

#### *Ings, Longhill & Bilton Grange and Sutton*

54 Seven submissions referred to one of these wards, five of which supported our further draft recommendations. The supportive submissions stated that the further draft recommendations accurately reflected local communities, with particular support for the reunification of the Howdale Road area in a single ward. One of the objections argued that the Castle Grange area should be part of Sutton ward rather than North Carr. The other objector argued that the Howdale Road and Spring Cottage areas are part of Ings and should be warded with it rather than Sutton.

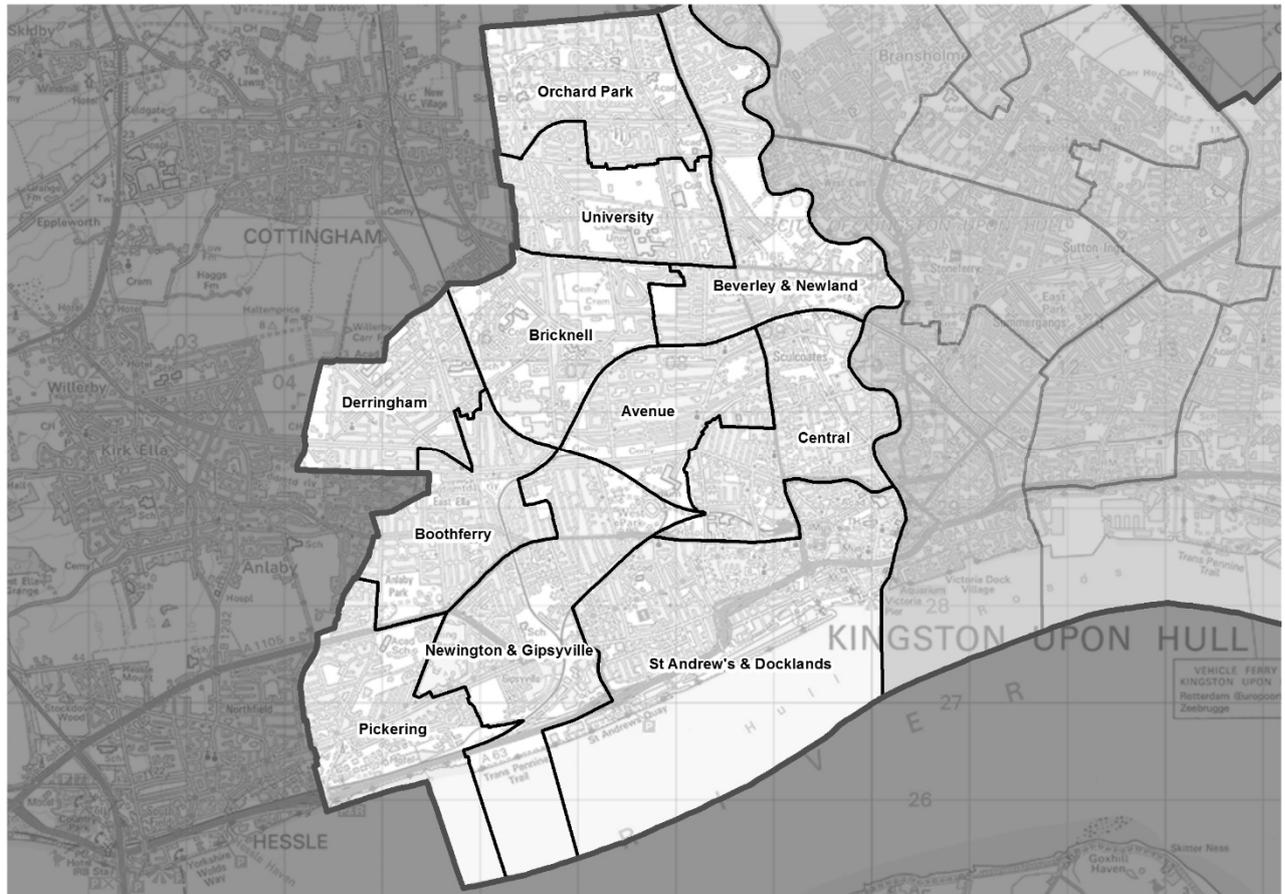
55 All three political groups supported the boundaries of our wards in this area. The Labour Group argued, as they had during the previous consultation, that Ings should be renamed 'Bellfield', which is how the area had been known when it was part of Humberside County Council.

56 We do not intend to change any of the ward boundaries for this area in our final recommendations given the lack of detailed evidence in either of the objections. In relation to the name of our Ings ward, as the core of the ward is the same as the current Ings ward, we see value in retaining the current name rather than reverting to one that was last used in an election more than 20 years ago.

57 We therefore propose that our Ings, Longhill & Bilton Grange and Sutton wards are confirmed as final without amendment.



## West Hull



| Ward name               | Number of Cllrs | Variance 2022 |
|-------------------------|-----------------|---------------|
| Avenue                  | 3               | 1%            |
| Beverley & Newland      | 3               | 6%            |
| Boothferry              | 3               | -6%           |
| Bricknell               | 2               | -3%           |
| Central                 | 2               | -1%           |
| Derringham              | 3               | 0%            |
| Newington & Gipsyville  | 3               | 2%            |
| Orchard Park            | 3               | 4%            |
| Pickering               | 2               | 0%            |
| St Andrew's & Docklands | 3               | 5%            |
| University              | 2               | -3%           |

*Avenue, Beverley & Newland, Boothferry, Bricknell, Central, Newington & Gipsyville, Pickering and St Andrew's & Docklands*

58 There has been considerable debate about this area throughout the review and this was reflected by the number of submissions we received. These included alternative proposals for our Boothferry, Myton, Newington & St Andrew's and Pickering wards from Newington Neighbourhood Forum. However, these proposals would have at least one ward with considerable electoral inequality.

59 Our proposed Avenue ward was referred to in 118 submissions, four of which supported the further draft recommendations. The main objection was that our proposals put Sunny Bank and Hymers Avenue in Myton ward. However, despite the area's relative isolation from the rest of Avenue, people living there told us that they tend to shop and socialise in Avenue ward rather than Myton.

60 Our proposed Beverley & Sculcoates ward was referred to in 334 submissions, 84 of which supported the further draft recommendations. Those who objected to our recommendations stated that the ward artificially joined several communities, with people at the northern and southern ends of Beverley Road having little in common. The submissions in favour argued that people living alongside Beverley Road have a shared interest in the life of the whole road and that the ward had very good transport links.

61 Our proposed Boothferry ward was referred to in eight submissions, all of which proposed amendments to its boundary with Myton.

62 Our proposed Myton ward was referred to in 128 submissions, 16 of which either fully or partially supported the further draft recommendations. The submissions in favour argued that the KCOM Stadium is part of the city centre and that the ward's boundaries are clear. The submissions against objected to the inclusion of the Hymers Avenue and Sunny Bank area, the Albert Avenue area and the KCOM Stadium in this ward. They also argued that the boundary on Anlaby Road is arbitrary and splits Newington. Additionally, it was argued that West Park, which would become part of Myton ward, is a Newington facility. Lastly, it was argued that the Thornton Estate has links with the Hessle Road community and that these areas should be located in the same ward.

63 Our proposed Newington & St Andrew's ward was referred to in 72 submissions, 19 of which supported the further draft recommendations. The submissions in favour pointed out that the ward is a much better fit with the Newington and St Andrew's regeneration area and has good boundaries. The arguments against were similar to those against our Myton ward: that Anlaby Road is a bad boundary, crossed by GP surgery and school catchment areas; the Albert Avenue area does not associate with the city centre; and West Park and the KCOM Stadium are part of Newington.

64 Our proposed Pickering ward was referred to in 24 submissions, 21 of which were in favour of our further draft recommendations. The submissions in favour argued that Gipsyville and Pickering residents share facilities. The submissions against argued that, in terms of community interests and identities, Gipsyville looks

east rather than west and is demographically more similar to Newington than Pickering.

65 Our proposed Wyke ward was referred to in nine submissions, eight of which supported the further draft recommendations. The submissions in favour argued that the proposed ward reunited Goddard Avenue and that its boundaries were clear. The only submission against the further draft recommendations proposed the ward be renamed 'Bricknell & Newland' after its two main communities.

66 The Labour Group opposed all the wards in this area, asking us to reconsider the wards it proposed in its original submission. The Liberal Democrat Group supported most of the wards but proposed minor amendments to the boundaries of Avenue, Myton and Boothferry wards. The Conservative Group objected to all the wards except for Pickering, with its strongest objections being to the proposed Beverley & Sculcoates and Wyke wards.

67 We have considered all the submissions very carefully and concluded that a case has been made not only to amend our further draft recommendations but also to create additional two-councillor wards in west Hull.

68 It is clear from the evidence we received that the northern boundary of our proposed Myton ward would potentially split residents in Hymers Avenue and Sunny Bank from the facilities they use in the Avenue area. Also, residents living in the Albert Avenue area would be in a different ward from the rest of Newington. Thirdly, facilities integral to Newington, such as West Park and the Lonsdale Community Centre, would be in our proposed Myton ward. We have therefore concluded that our Myton ward would not adequately reflect community identities or provide for effective and convenient local government.

69 As we explained in our last report, where a council elects by thirds, as Hull City Council does, there is a legal presumption in favour of three-councillor wards. Because, based on the evidence we have received throughout the review, we consider that a ward that crosses the River Hull will not reflect our statutory criteria, a solely three-councillor warding pattern is not possible. This is because east Hull is entitled to 28 councillors and west Hull to 29 councillors. The intention in legislation is that we should maximise the number of three-councillor wards we create and minimise the number two- and one-councillor wards. However, where this is at the expense of our three statutory criteria we are prepared to move away from a uniform pattern of wards. In conclusion, we have been persuaded by the evidence submitted to move away from a uniform pattern of three-councillor wards in parts of west Hull in order that we can effectively balance our criteria.

70 Our Myton ward was based on a proposal from the Liberal Democrat Group. The only alternative proposals we had for this area that had acceptable electoral equality were from the Conservative and Labour groups. These not only proposed very similar wards in this part of the city but also proposed four two-councillor wards in west Hull rather than one (the minimum number required). We consider that the additional two-councillor wards proposed by the Conservative and Labour groups allow us to create a pattern of wards that provides a much better fit with our criteria, particularly in the Myton area. Making these changes has a considerable

consequential impact on the rest of our proposals in west Hull and we will explain each ward in turn.

71 Firstly, we are proposing to create a two-councillor Central ward to the north and west of the city centre. While the ward does not contain the city centre itself, it is in the geographical centre of the city and we consider the evidence shows that the communities surrounding the city centre, while being distinct and separate, share common interests and local facilities.

72 Our three-councillor St Andrew's & Docklands ward combines the city centre with the Thornton Estate, the Hessle Road community and the western dock area. We note that there is a substantial amount of regeneration due to take place in this area. While we consider there are conflicting arguments about the strength of Rawling Way as a ward boundary, submissions stated that there are links between the Thornton Estate and people living on and around Hessle Road.

73 We received evidence that people living in the Hymers Avenue and Sunny Bank area shop and use transport facilities in Chanterlands Avenue and Princes Avenue. Several submissions also mentioned that people from this area socialise in the current Avenue ward. We have therefore restored this area to our proposed Avenue ward. There was some debate in the submissions from the political groups about the south-eastern boundary of Avenue ward. We have reviewed this and accept the argument of the Liberal Democrat Group that, given the layout of buildings in the area, using the centre of Wellington Lane would make the boundary more coherent and easier to understand.

74 Having created the Avenue, Central and St Andrew's & Docklands wards as set out above, we are able to reunite Newington either side of Anlaby Road in the same ward. However, in terms of the rest of Newington ward we received contradictory evidence in terms of whether the Gipsyville area should be part of a three-councillor Newington ward or a three-councillor Pickering ward. What all the submissions had in common was their desire to see Gipsyville united in one ward. However, to have Gipsyville in Pickering ward would mean the Shires area to the south of Hessle Road would need to be warded with Newington to ensure good electoral equality. In our view, this would isolate these streets from the rest of the ward. We are not persuaded this would provide a clearly identifiable boundary and therefore propose to adopt a three-councillor Newington & Gipsyville ward and a two-councillor Pickering ward as proposed by the Labour Group as part of our final recommendations.

75 All three political groups argued that the eastern boundary of our Boothferry ward should be moved westwards to include Alliance Avenue and De La Pole Avenue. The Conservative and Labour groups argued that the ward should include Parkfield Drive as well. We agree with these submissions and so propose that the boundary between Boothferry and Newington & Gipsyville wards should run to the west of Parkfield Drive.

76 Including Sculcoates in our Central ward means we need to revise our proposals east of Beverley Road. The Labour Group proposed we retain our three-councillor Wyke ward and create a two-councillor Beverley ward, whereas the

Conservative Group proposed a two-councillor Bricknell ward and a three-councillor Beverley & Newland ward.

77 In our previous report we noted that 'were we not constrained by the presumption in favour of three-councillor wards it may have been possible to adopt the Conservative Group proposal'. Given one of these wards must have two councillors, we consider the evidence in favour of a two-councillor Bricknell ward to be stronger than that for a two-councillor Beverley ward. In particular, we noted the different look and feel of the areas either side of the boundary on Goddard Avenue when we visited the area, the conflicting needs in relation to transport and the different shopping habits of residents in both areas.

78 In relation to Beverley & Newland ward, we note that the part of Beverley Road it crosses is fairly permeable and that there are student households on both sides of Clough Road.

#### *Orchard Park and University*

79 We received eleven submissions that referred to either or both of these wards, one of which supported the further draft recommendations. The other submissions asked that we either include the Tudor Drive area in a ward with Beverley, or the entire area north of Endike Lane and east of the Beverley and Barmston Drain in a ward with the University area.

80 The Labour Group supported the further draft recommendations for both wards. The Conservative Group argued that the Tudor Drive area should be warded with Beverley and that no case had been made for University as a two-councillor ward. The Liberal Democrat Group accepted the proposals in these wards, while reminding us of their previous proposal to include the area between Beverley Road and the Beverley and Barmston Drain in University ward.

81 We have considered all the evidence received and propose to make no changes to our further draft recommendations. While we have noted the arguments of residents and the Conservative Group about the Tudor Drive area, adding it to our Beverley & Newland ward will lead to an electoral variance of 15%, which we consider to be too high. We also consider that Beverley Road is a substantial barrier between communities in this part of the city.

#### *Derringham*

82 We received seven submissions that referred to this ward. Given that they and all three city-wide submissions supported our further draft recommendations we propose that our Derringham ward is confirmed as final without amendment.

## Conclusions

83 The table below shows the impact of our final recommendations on electoral equality, based on 2016 and 2022 electorate figures.

### Summary of electoral arrangements

|  | Final recommendations |       |
|--|-----------------------|-------|
|  | 2016                  | 2022  |
| Number of councillors  | 57                    | 57    |
| Number of electoral wards                                      | 20                    | 20    |
| Average number of electors per councillor                      | 3,254                 | 3,274 |
| Number of wards with a variance more than 10% from the average | 2                     | 0     |
| Number of wards with a variance more than 20% from the average | 1                     | 0     |

#### **Final recommendation**

Hull City Council should be made up of 57 councillors serving 21 wards representing six two-councillor wards and 15 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large map accompanying this report.

#### **Mapping**

**Sheet 1, Map 1** shows the proposed wards for Hull.

You can also view our final recommendations for Hull on our interactive maps at <http://consultation.lgbce.org.uk>

### 3 What happens next?

84 We have now completed our review of Hull. The recommendations must now be approved by Parliament. A draft Order – the legal document which brings into force our recommendations – will be laid in Parliament. Subject to parliamentary scrutiny, the new electoral arrangements will come into force at the local elections in 2018.

#### Equalities

85 This report has been screened for impact on equalities, with due regard being given to the general equalities duties as set out in section 149 of the Equality Act 2010. As no potential negative impacts were identified, a full equality impact analysis is not required.

## Appendix A

### Final recommendations for Hull City Council

|    | Ward name                | Number of councillors | Electorate (2016) | Number of electors per councillor | Variance from average % | Electorate (2022) | Number of electors per councillor | Variance from average % |
|----|--------------------------|-----------------------|-------------------|-----------------------------------|-------------------------|-------------------|-----------------------------------|-------------------------|
| 1  | Avenue                   | 3                     | 9,687             | 3,229                             | -1%                     | 9,888             | 3,296                             | 1%                      |
| 2  | Beverley & Newland       | 3                     | 10,892            | 3,631                             | 12%                     | 10,424            | 3,475                             | 6%                      |
| 3  | Boothferry               | 3                     | 9,325             | 3,108                             | -4%                     | 9,253             | 3,084                             | -6%                     |
| 4  | Bricknell                | 2                     | 6,426             | 3,213                             | -1%                     | 6,340             | 3,170                             | -3%                     |
| 5  | Central                  | 2                     | 6,158             | 3,079                             | -5%                     | 6,463             | 3,232                             | -1%                     |
| 6  | Derringham               | 3                     | 9,658             | 3,219                             | -1%                     | 9,854             | 3,285                             | 0%                      |
| 7  | Drypool                  | 3                     | 9,235             | 3,078                             | -5%                     | 9,281             | 3,094                             | -6%                     |
| 8  | Holderness               | 3                     | 9,077             | 3,026                             | -7%                     | 8,989             | 2,996                             | -8%                     |
| 9  | Ings                     | 2                     | 6,978             | 3,489                             | 7%                      | 6,828             | 3,414                             | 4%                      |
| 10 | Kingswood                | 2                     | 5,134             | 2,567                             | -21%                    | 6,619             | 3,310                             | 1%                      |
| 11 | Longhill & Bilton Grange | 3                     | 9,215             | 3,072                             | -6%                     | 9,308             | 3,103                             | -5%                     |
| 12 | Marfleet                 | 3                     | 9,675             | 3,225                             | -1%                     | 9,667             | 3,222                             | -2%                     |

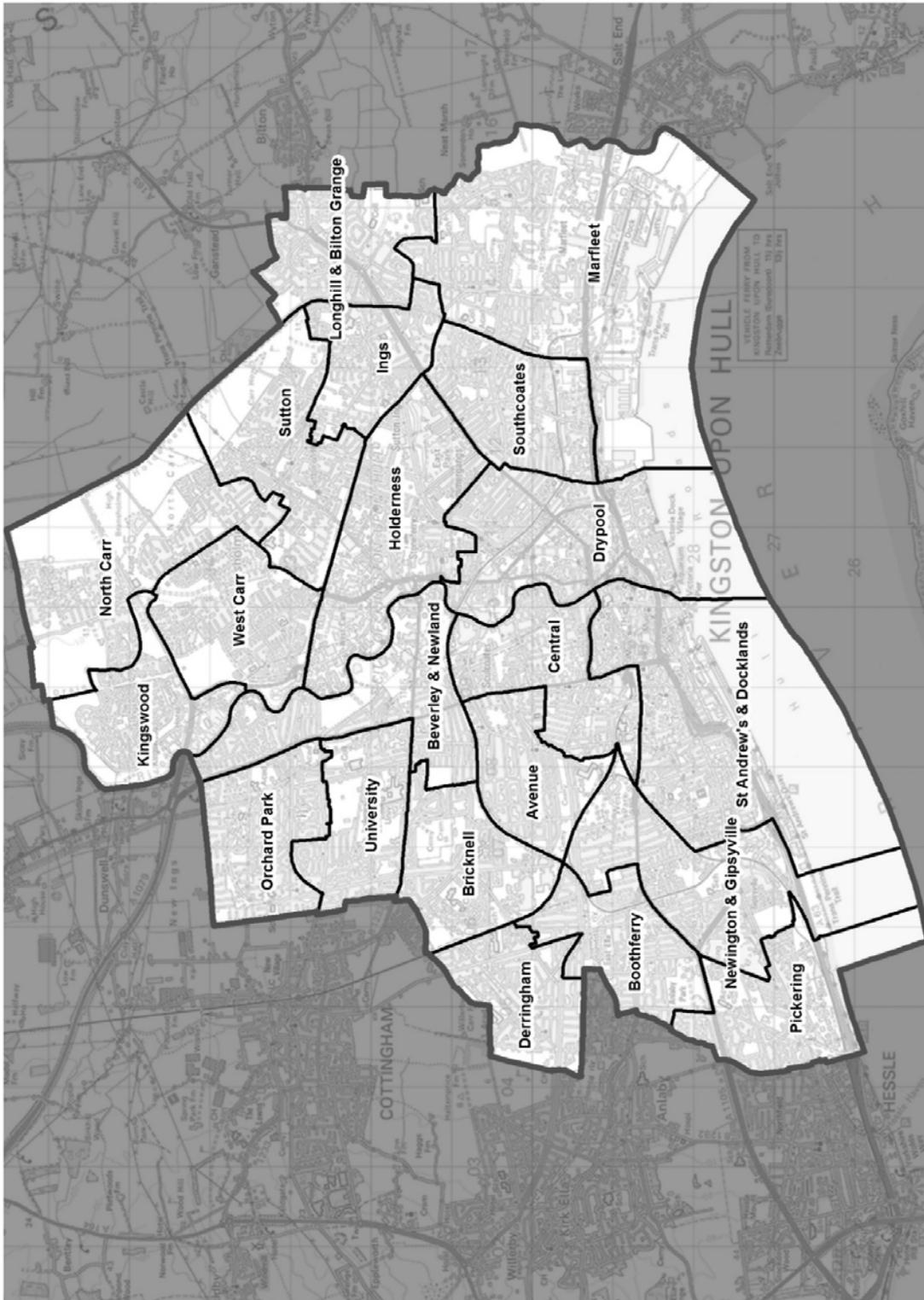
| Ward name                  | Number of councillors | Electorate (2016) | Number of electors per councillor | Variance from average % | Electorate (2022) | Number of electors per councillor | Variance from average % |
|----------------------------|-----------------------|-------------------|-----------------------------------|-------------------------|-------------------|-----------------------------------|-------------------------|
| 13 Newington & Gipsyville  | 3                     | 9,988             | 3,329                             | 2%                      | 9,978             | 3,326                             | 2%                      |
| 14 North Carr              | 3                     | 9,712             | 3,237                             | -1%                     | 10,226            | 3,409                             | 4%                      |
| 15 Orchard Park            | 3                     | 10,664            | 3,555                             | 9%                      | 10,201            | 3,400                             | 4%                      |
| 16 Pickering               | 2                     | 6,750             | 3,375                             | 4%                      | 6,575             | 3,288                             | 0%                      |
| 17 Southcoates             | 3                     | 10,296            | 3,432                             | 5%                      | 10,104            | 3,368                             | 3%                      |
| 18 St Andrew's & Docklands | 3                     | 10,060            | 3,353                             | 3%                      | 10,359            | 3,453                             | 5%                      |
| 19 Sutton                  | 3                     | 10,317            | 3,439                             | 6%                      | 10,134            | 3,378                             | 3%                      |
| 20 University              | 2                     | 6,582             | 3,291                             | 1%                      | 6,345             | 3,173                             | -3%                     |
| 21 West Carr               | 3                     | 9,672             | 3,224                             | -1%                     | 9,785             | 3,262                             | 0%                      |
| <b>Totals</b>              | <b>57</b>             | <b>185,501</b>    | <b>-</b>                          | <b>-</b>                | <b>186,620</b>    | <b>-</b>                          | <b>-</b>                |
| <b>Averages</b>            | <b>-</b>              | <b>-</b>          | <b>3,254</b>                      | <b>-</b>                | <b>-</b>          | <b>3,274</b>                      | <b>-</b>                |

Source: Electorate figures are based on information provided by Hull City Council.

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

## Appendix B

### Outline map



A more detailed version of this map can be seen on the large map accompanying this report, or on our website: <http://www.lgbce.org.uk/current-reviews/yorkshire-and-the-humber/kingston-upon-hull/kingston-upon-hull>

# Appendix C

## Submissions received

All submissions received can also be viewed on our website at <http://www.lgbce.org.uk/current-reviews/yorkshire-and-the-humber/kingston-upon-hull/kingston-upon-hull>

### Political Groups

- Hull City Council Conservative & Unionist Group
- Hull City Council Labour Group
- Hull City Council Liberal Democrat Group

### Councillors

- Councillor A. Bell (Hull City Council)
- Councillor M. Brabazon (Hull City Council)
- Councillor H. Bridges (Hull City Council)
- Councillor D. Brown (Hull City Council)
- Councillor L. Chambers (Hull City Council)
- Councillor S. Chaytor (Hull City Council)
- Councillor A. Clark (Hull City Council)
- Councillor J. Conner (Hull City Council)
- Councillor M. Coward (Hull City Council)
- Councillor D. Craker (Hull City Council)
- Councillor J. Dad (Hull City Council)
- Councillor L. Fudge (Hull City Council)
- Councillor N. Fudge (Hull City Council)
- Councillor M. Glew (Hull City Council)
- Councillor D. Hale (Hull City Council)
- Councillor A. Harrison (Hull City Council)
- Councillor D. Hatcher (Hull City Council)
- Councillor D. Healy (East Riding of Yorkshire Council)
- Councillor H. Herrera-Richmond (Hull City Council) (two submissions)
- Councillor C. Inglis (Hull City Council)
- Councillor R. Jones (Hull City Council)
- Councillor T. Keal (Hull City Council)
- Councillor R. Langley (Hull City Council)
- Councillor G. Lunn (Hull City Council) (two submissions)
- Councillor K. Mathieson (Hull City Council)
- Councillor D. McCobb (Hull City Council)
- Councillor H. O'Mullane (Hull City Council) (two submissions)
- Councillor R. Pantelakis (Hull City Council)
- Councillor C. Payne (Hull City Council)
- Councillor C. Quinn (Hull City Council)
- Councillor J. Robinson (Hull City Council)

- Councillor M. Ross (Hull City Council)
- Councillor C. Sumpton (Hull City Council) (two submissions)
- Councillor D. Thompson (Hull City Council)
- Councillor M. Thompson (Hull City Council)
- Councillor L. Tock (Hull City Council)
- Councillor A. Williams (Hull City Council)
- Councillor S. Wilson (Hull City Council)

### **Members of Parliament**

- Emma Hardy MP (Hull West & Hessle)
- Diana Johnson MP (Hull North)

### **Local Organisations**

- Bodmin Road Church
- Bridges Hull
- Carnegie Heritage Centre
- Fountain Road Residents' Association
- Garden Village Society
- Goodwin Development Trust (two submissions)
- Hessle Road Traders' Association
- Hull Bullnose Heritage Group
- Kingswood Residents' Association
- Lonsdale Community Centre
- Newington Neighbourhood Forum
- Sutton Park Residents' Association
- Vulcan Learning Centre
- West Hull Community Radio

### **Local Residents**

- 680 local residents

### **Anonymous**

- One local resident

### **Facebook**

- Four Facebook users

## Appendix D

### Glossary and abbreviations

|                                   |  |
|-----------------------------------|--|
| Council size                      | The number of councillors elected to serve on a council  |
| Electoral Change Order (or Order) | A legal document which implements changes to the electoral arrangements of a local authority   |
| Division                          | A specific area of a county, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever division they are registered for the candidate or candidates they wish to represent them on the county council |
| Electoral fairness                | When one elector's vote is worth the same as another's   |
| Electoral inequality              | Where there is a difference between the number of electors represented by a councillor and the average for the local authority   |
| Electorate                        | People in the authority who are registered to vote in elections. For the purposes of this report, we refer specifically to the electorate for local government elections   |
| Number of electors per councillor | The total number of electors in a local authority divided by the number of councillors   |
| Over-represented                  | Where there are fewer electors per councillor in a ward or division than the average   |

|   |   |
|---|---|
| Parish  | A specific and defined area of land within a single local authority enclosed within a parish boundary. There are over 10,000 parishes in England, which provide the first tier of representation to their local residents                   |
| Parish council                                  | A body elected by electors in the parish which serves and represents the area defined by the parish boundaries. See also 'Town council'   |
| Parish (or Town) council electoral arrangements | The total number of councillors on any one parish or town council; the number, names and boundaries of parish wards; and the number of councillors for each ward  |
| Parish ward                                     | A particular area of a parish, defined for electoral, administrative and representational purposes. Eligible electors vote in whichever parish ward they live for candidate or candidates they wish to represent them on the parish council |
| Town council                                    | A parish council which has been given ceremonial 'town' status. More information on achieving such status can be found at <a href="http://www.nalc.gov.uk">www.nalc.gov.uk</a>  |
| Under-represented                               | Where there are more electors per councillor in a ward or division than the average   |
| Variance (or electoral variance)                | How far the number of electors per councillor in a ward or division varies in percentage terms from the average   |

Ward

A specific area of a district or borough, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever ward they are registered for the candidate or candidates they wish to represent them on the district or borough council