LOCAL GOVERNMENT COMMISSION FOR ENGLAND

FINAL
RECOMMENDATIONS
ON THE FUTURE
ELECTORAL
ARRANGEMENTS FOR
TEESDALE
IN COUNTY DURHAM

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

October 1998

LOCAL **GOVERNMENT COMMISSION** FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements

for Teesdale in County Durham. Members of the Commission are: Professor Malcolm Grant (Chairman) Helena Shovelton (Deputy Chairman) Peter Brokenshire Professor Michael Clarke Pamela Gordon Robin Gray Robert Hughes

Barbara Stephens (Chief Executive)

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Local Government Commission for England

20 October 1998

Dear Secretary of State

On 14 October 1997 the Commission began a periodic electoral review of Teesdale under the Local Government Act 1992. We published our draft recommendations in June 1998 and undertook an eight-week period of consultation.

We have now prepared our final recommendations in the light of the consultation. We have substantially confirmed our draft recommendations, although some modifications have been made (see paragraph 79) in the light of further evidence. This report sets out our final recommendations for changes to electoral arrangements in Teesdale.

We recommend that Teesdale District Council should be served by 32 councillors representing 19 wards, and that changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria. We recommend that the Council should continue to be elected together every four years.

We note that you have now set out in the White Paper *Modern Local Government – In Touch with the People* (Cm 4014, HMSO), legislative proposals for a number of changes to local authority electoral arrangements. However, until such time as that new legislation is in place we are obliged to conduct our work in accordance with current legislation, and to continue our current approach to periodic electoral reviews.

I would like to thank members and officers of the District Council and other local people who have contributed to the review. Their co-operation and assistance have been very much appreciated by Commissioners and staff.

Yours sincerely

PROFESSOR MALCOLM GRANT

Mahnhann

Chairman

SUMMARY

The Commission began a review of Teesdale on 14 October 1997. We published our draft recommendations for electoral arrangements on 2 June 1998, after which we undertook an eightweek period of consultation.

 This report summarises the representations we received during consultation on our draft recommendations, and offers our final recommendations to the Secretary of State.

We found that the existing electoral arrangements provide unequal representation of electors in Teesdale because:

• in 11 of the 19 wards, the number of electors represented by each councillor varies by more than 10 per cent from the average for the district, and five wards vary by more than 20 per cent from the average. This level of electoral equality is not expected to improve by 2002.

Our main final recommendations for future electoral arrangements (Figure 1 and paragraphs 79-80) are that:

- Teesdale District Council should be served by 32 councillors, one more than at present;
- there should continue to be 19 wards;
- the boundaries of nine of the existing wards should be modified, while ten wards should retain their existing boundaries;
- elections for the whole council should continue to take place every four years.

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

• In ten of the 19 wards, the number of electors per councillor would vary by no more than 10 per cent from the district average, with no ward varying by more than 20 per cent from the average.

 By 2002 the number of electors per councillor is forecast to vary by no more than 10 per cent from the average in all but seven wards, with only Hamsterley & South Bedburn ward varying by more than 20 per cent.

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

- revised warding arrangements for the town of Barnard Castle:
- revised warding arrangements for the parish of Evenwood & Barony;
- new warding arrangements for the parish of Marwood.

All further correspondence on these recommendations and the matters discussed in this report should be addressed to the Secretary of State for the Environment, Transport and the Regions, who will not make an order implementing the Commission's recommendations before 1 December 1998:

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

Figure 1:
The Commission's Final Recommendations: Summary

		umber of ouncillors	Constituent areas	Map reference
1	Barnard Castle East	2	Barnard Castle East ward (part)	Maps 2 and A1
2	Barnard Castle North	n 2	Barnard Castle East ward (part); Barnard Castle West ward (part); Eggleston ward (part – the proposed Urban parish ward of Marwood parish)	Maps 2 and A1
3	Barnard Castle West	3	Barnard Castle West ward (part)	Maps 2 and A1
4	Barningham & Ovington	1	Unchanged (the parishes of Barforth, Barningham, Hope, Hutton Magna, Ovington, Scargill and Wycliffe with Thorpe)	Map 2
5	Cockfield	2	Unchanged (the parish of Cockfield)	Map 2
6	Cotherstone with Lartington	1	Unchanged (the parishes of Cotherstone and Lartington)	Map 2
7	Eggleston	1	Eggleston ward (part – the parish of Eggleston and the proposed Rural parish ward of Marwood parish)	Maps 2 and A1
8	Etherley	3	Etherley ward (the parish of Etherley); Toft Hill & Lands ward (part – the proposed Witton parish ward of Evenwood & Barony parish)	Maps 2 and A2
9	Evenwood, Ramshaw & Lands	3	Evenwood with Ramshaw ward (the Evenwood and Ramshaw parish wards of Evenwood & Barony parish); Toft Hill & Lands ward (part – the Lands parish ward and the modified Toft Hill parish ward of Evenwood & Barony parish)	Maps 2 and A2
10	Gainford & Winston	2	Unchanged (the parishes of Gainford and Winston)	Map 2
11	Greta	1	Greta ward (the parishes of Bowes, Brignall, Gilmonby and Rokeby); Startforth with Boldron ward (part – the parishes of Boldron and Egglestone Abbey)	Map 2
12	Hamsterley & South Bedburn	1	Unchanged (the parishes of Hamsterley and South Bedburn)	Map 2
13	Ingleton	1	Unchanged (the parishes of Bolam, Headlam, Hilton, Ingleton, Langton, Morton Tinmouth and Wackerfield)	Map 2

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

	Ward name	Number of councillors	Constituent areas	Map reference
14	Lynesack	2	Unchanged (the parishes of Lynesack & Softley and Woodland)	Map 2
15	Middleton-in- Teesdale	2	Unchanged (the parishes of Forest & Frith, Middleton-in-Teesdale and Newbiggin)	Map 2
16	Romaldkirk	1	Unchanged (the parishes of Holwick, Hunderthwaite, Lunedale, Mickleton and Romaldkirk)	Map 2
17	Staindrop	2	Unchanged (the parishes of Cleatlam, Langleydale & Shotton, Raby with Keverstone and Staindrop)	Map 2
18	Startforth	1	Startforth with Boldron ward (part – the parish of Startforth)	Map 2
19	Streatlam & Whorlton	1	Streatlam & Whorlton ward (the parishes of Streatlam & Stainton, Westwick and Whorlton); Eggleston ward (part – the proposed The Oval parish ward of Marwood parish)	Maps 2 and A2

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1. INTRODUCTION

- 1 This report contains our final recommendations on the electoral arrangements for the district of Teesdale in County Durham. We have now reviewed all the districts in County Durham as part of our programme of periodic electoral reviews of all principal local authority areas in England.
- 2 In undertaking these reviews, we have had regard to:
- the statutory criteria contained in section 13(5) of the Local Government Act 1992:
- the Rules to be Observed in Considering Electoral Arrangements contained in Schedule 11 to the Local Government Act 1972.
- 3 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (published in March 1996, supplemented in September 1996 and updated in March 1998), which sets out our approach to the reviews.
- 4 This review was in four stages. Stage One began on 14 October 1997, when we wrote to Teesdale District Council inviting proposals for future electoral arrangements. Our letter was copied to Durham County Council, the Durham Police Authority, the local authority associations, the Durham Association of Parish and Town Councils, parish and town councils in the district, the Member of Parliament and the Member of the European Parliament with constituency interests in the district, and the headquarters of the main political parties. At the start of the review and following publication of our draft recommendations, we published notices in the local press, issued a press release and invited the Council to publicise the review more widely. The closing date for receipt of representations was 19 January 1998. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

5 Stage Three began on 2 June 1998 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Teesdale in County Durham*, and ended on 27 July 1998. Comments were sought on our preliminary conclusions. Finally, during Stage Four we reconsidered our draft recommendations in the light of the Stage Three consultation and now publish our final recommendations.

2. CURRENT ELECTORAL ARRANGEMENTS

- The district of Teesdale is the largest in County Durham and the most sparsely populated. Agriculture and pharmaceuticals are the prime industries, centred on the market town of Barnard Castle, although tourism is growing in importance as part of the local economy. The district encompasses more than 84,000 hectares but has a population of just 24,000, the smallest of any district in England. There are 51 parishes in the district.
- 7 To compare levels of electoral inequality between wards, we calculated the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the district average in percentage terms. In the text which follows, this calculation may also be described using the shorthand term 'electoral variance'.
- 8 The electorate of the district (February 1997) is 19,681. The Council presently has 31 councillors who are elected from 19 wards (Map 1 and Figure 2). Three of the 19 wards are each represented by three councillors, six wards elect two councillors each, while the remaining 10 are single-member wards. The Council is elected by whole-council elections.
- 9 At present, each councillor represents an average of 635 electors, which the District Council forecasts will increase slightly to 642 by the year 2002 if the present number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in 11 of the 19 wards varies by more than 10 per cent from the district average and in five wards by more than 20 per cent. The worst imbalance is in Toft Hill & Lands ward in which the number of electors per councillor is 32 per cent below the district average.

	Ward name	Number of councillors	(1997)	Number of electors per councillor	Variance from average %	Electorate (2002)	Number of electors per councillor	Variance from average %
1	Barnard Castle East	3	1,931	644	1	1,931	644	0
2	Barnard Castle West	3	2,174	725	14	2,224	741	15
3	Cockfield	2	1,361	681	7	1,361	681	6
4	Cotherstone with Lartington	1	543	543	-14	543	543	-15

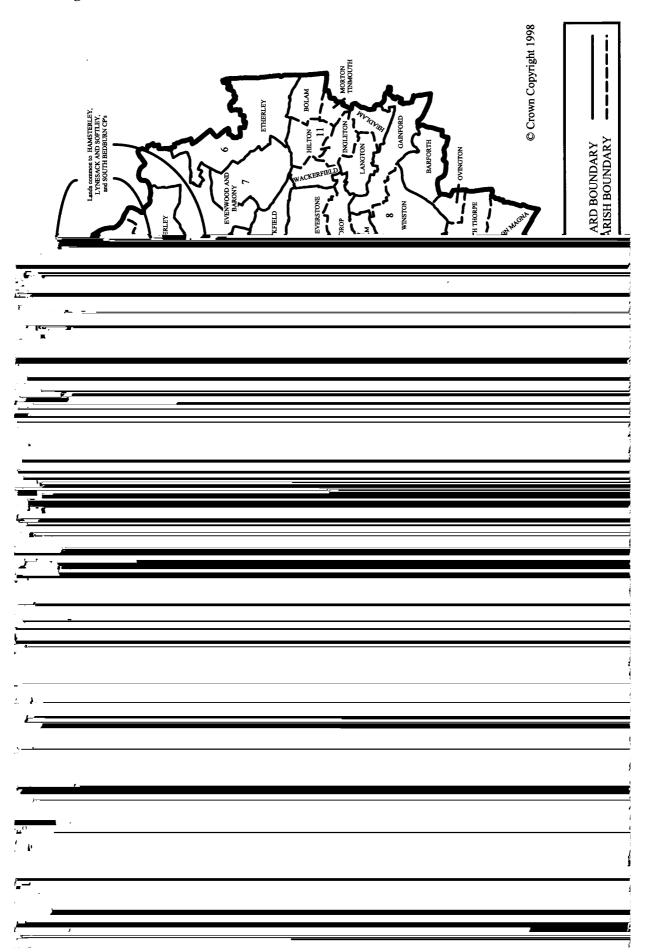
Figure 2 (continued): Existing Electoral Arrangements

	Ward name	Number of councillors	(1997)	te Number of electors per councillor	Variance from average %	Electorate (2002)	Number of electors per councillor	Variance from average %
18	Streatlam & Whorlton	1	602	602	-5	602	602	-6
19	Toft Hill & Lands	1	430	430	-32	430	430	-33
	Totals	31	19,681	_	_	19,901	_	_
	Averages	_	_	635	_	_	642	_

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

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the district. The minus symbol (-) denotes a lower than average number of electors. For example, in 1997, electors in Greta ward were relatively over-represented by 19 per cent, while electors in Eggleston ward were relatively under-represented by 26 per cent. Figures have been rounded to the nearest whole number.

Map 1: Existing Wards in Teesdale



3. DRAFT RECOMMENDATIONS

10 During Stage One we received representations from Teesdale District Council, Barnard Castle Town Council and two parish councils. In the light of these representations and the evidence available to us, we reached preliminary conclusions which were set out in our report, *Draft Recommendations on the Future Electoral Arrangements for Teesdale in County Durham*. Our draft recommendations were generally based on the District Council's proposals, although we explained that we were not able to adopt its proposals for changes to parish boundaries as part of this Periodic Electoral Review. We proposed that:

- (a) Teesdale District Council should be served by 32 councillors representing 19 wards;
- (b) the boundaries of 10 of the existing wards should be modified, while nine wards should retain their existing boundaries;
- (c) there should be new parish warding arrangements for the town of Barnard Castle and the parish of Marwood;
- (d) whole-council elections should continue to take place every four years.

Draft Recommendation

Teesdale District Council should comprise 32 councillors, serving 19 wards. The whole Council should continue to be elected together every four years.

our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in 14 of the 19 wards varying by no more than 10 per cent from the district average. This level of electoral equality was forecast to continue to 2002.

4. RESPONSES TO CONSULTATION

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

Teesdale District Council

13 The District Council generally supported the majority of our proposals but identified three areas where they were "not in line with the recommendations submitted by the Council in January". It did not support our proposal to transfer the parish of Hunderthwaite from Romaldkirk ward to a renamed Cotherstone ward, arguing that "the present groupings of parishes have a natural feel about them".

14 The Council broadly accepted our proposal to allocate an 'expanded' town area of Barnard Castle seven members rather than the present six, but pointed out that the proposed town boundary as recommended by the Council to the Secretary of State (as part of the former's parish review) was not entirely consistent with our proposed boundary in this area.

15 The Council also expressed concern that our proposals would leave part of the settlement of Stainton Grove (an area known as The Oval) within the district ward of Marwood. It pointed out that if its parish review recommendations were accepted and implemented by the Secretary of State, this anomaly could be resolved.

Parish and Town Councils

16 Barnard Castle Town Council and five parish councils submitted representations during Stage Three. The Town Council opposed the creation of three district wards for Barnard Castle, considering that "the Commission is playing the numbers game too inflexibly and at the expense of efficient and effective local government". It added that it could see no reason for change and that the changes proposed would "create confusion in the electorate's mind and thus militate against effective government".

17 The parish councils of Cotherstone, Hunderthwaite and Mickleton all opposed our proposal to transfer the parish of Hunderthwaite from the present Romaldkirk ward into a revised Cotherstone ward. Hamsterley Parish Council supported our proposal for no change to be made to the existing single-member Hamsterley & South Bedburn ward.

18 Marwood Parish Council wrote regarding both our draft recommendations and the District Council's proposals relating to its parish review. The submission stated that "members of the Parish Council are unanimous in wishing to retain the present parish boundaries with one district councillor (Eggleston ward) but would accept the exclusion of The Oval, Stainton Grove". The Parish Council forwarded a detailed supporting submission which included useful background information relating to the parish as well as a petition containing around 240 signatures.

Other Representations

19 Councillor Le Mare, who represents the present Eggleston ward (which includes the parish of Marwood), opposed our proposal to include a substantial part of the southern area of the parish of Marwood within a new Barnard Castle North district ward. She stated that "whilst I accept that on looking at a map it might be seen to be a logical inclusion, community identity [in that area] is not with Barnard Castle and is strongly in favour of staying with Marwood parish". Councillor Le Mare also expressed her preference that the community of Stainton Grove be united within a single district ward.

5. ANALYSIS AND FINAL RECOMMENDATIONS

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

21 However, our function is not merely arithmetical. First, our recommendations are not intended to be based solely on existing electorate figures, but also on assumptions as to changes in the number and distribution of local government electors likely to take place within the ensuing five years. Second, we must have regard to the desirability of fixing identifiable boundaries, and to maintaining local ties which might otherwise be broken. Third, we must consider the need to secure effective and convenient local government, and reflect the interests and identities of local communities.

22 It is therefore impractical to design an electoral scheme which provides for exactly the same number of electors per councillor in every ward of an authority. There must be a degree of flexibility. However, our approach, in the context of the statutory criteria, is that such flexibility must be kept to a minimum.

23 Our *Guidance* states that, while we accept that the achievement of absolute electoral equality for the authority as a whole is likely to be unattainable, we consider that, if electoral imbalances are to be kept to the minimum, such an objective should be the starting point in any review. We therefore strongly recommend that, in formulating electoral schemes, local authorities and other interested parties should start from the standpoint of absolute electoral equality and only then make adjustments to reflect relevant factors, such as community identity. Regard must also be had to five-year forecasts of change in electorates. We will require particular justification for schemes which result in,

or retain, an imbalance of over 10 per cent in any ward. Any imbalances of 20 per cent and over should arise only in the most exceptional of circumstances, and will require the strongest justification.

Electorate Forecasts

24 At Stage One Teesdale District Council submitted electorate forecasts for the year 2002, projecting an increase in the electorate of 220 from 19,681 to 19,901 over the five-year period from 1997 to 2002. It expected most of the growth to be in the Etherley ward and the remainder to be in the present Barnard Castle West ward. The Council estimated rates and locations of housing development with regard to structure and local plans, the expected rate of building over the fiveyear period and assumed occupancy rates. In our draft recommendations report we accepted that this is an inexact science and, having given consideration to the forecast electorates, were satisfied that they represented the best estimates that could reasonably be made at the time.

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

Council Size

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

27 Teesdale District Council is at present served by 31 councillors. At Stage One the District Council proposed two schemes, the first of which would result in the same council size as at present and the second which would result in an overall increase of one member. In our draft recommendations report we considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received. We concluded that the statutory criteria

and the achievement of electoral equality would best be met by a council size of 32 members.

28 During the consultation period Councillor Le Mare supported a council size of 31, preferring to maintain six members for Barnard Castle. Barnard Castle Town Council also preferred that the town maintain its existing warding pattern. The District Council, while not commenting specifically on council size, did not oppose our proposal for there to be seven members for an expanded Barnard Castle town area. No other representations regarding council size were received. Having reconsidered our draft recommendations in the light of the views expressed we have decided to confirm our draft recommendation for a council size of 32 as final.

Electoral Arrangements

29 As set out in our draft recommendations report, the only district-wide scheme we received was from the Council, which incorporated as part of its proposals possible changes resulting from its review of parish boundaries. We explained that, while we welcome efforts by local authorities to improve the boundaries of parish areas, it is administratively difficult to attempt to do this at the same time as a Periodic Electoral Review (PER) is being conducted.

30 Under a PER, we have a duty to seek electoral equality, having regard to local circumstances, but must use existing parish areas as 'building blocks' when doing so. While we have had close regard to the Council's parish review, we cannot assume that any of its proposals will necessarily be implemented – that is a separate matter. We have therefore approached the exercise from the standpoint that existing parish areas (and their respective electorate figures) will remain as now, although our final recommendations do seek to reflect some of the District Council's parish review proposals where appropriate.

- 31 Having considered all the representations received during Stage Three of the review, we have reviewed our draft recommendations. The following areas, based on existing wards, are considered in turn:
- (a) Barnard Castle East and West wards and Eggleston ward;

- (b) Greta, Startforth East and Startforth with Boldron wards:
- (c) Cockfield, Gainford & Winston, Ingleton, Lynesack, Staindrop and Streatlam & Whorlton wards;
- (d) Cotherstone with Lartington, Middleton-in-Teesdale and Romaldkirk wards;
- (e) Etherley, Evenwood with Ramshaw and Toft Hill & Lands wards;
- (f) Hamsterley & South Bedburn ward.

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

Barnard Castle East and West wards and Eggleston ward

32 At present the town of Barnard Castle, with an electorate of 4,105, is divided into two wards. The three-member Barnard Castle East ward is currently well represented, with the number of electors per councillor varying from the district average by 1 per cent (equalling the average in 2002). However, the three-member Barnard Castle West ward is under-represented, with the number of electors per councillor varying from the district average by 14 per cent (15 per cent in 2002). The single-member Eggleston ward, comprising the parishes of Eggleston and Marwood, is also under-represented and varies by 26 per cent above the average (25 per cent by 2002).

33 During Stage One the Council proposed two options for Barnard Castle, both of which would improve the level of electoral equality in the neighbouring Eggleston ward and place the 175 electors from Barnard Castle's 'overspill' area into the town area for district council warding purposes. Under the first proposal the town would continue to be represented by six members, but the second option recommended an increase in overall representation for the enlarged Barnard Castle area from six to seven members in the form of two new two-member wards and a new three-member ward. Barnard Castle Town Council was opposed to any change to its current electoral arrangements, arguing that although retaining the present arrangements would not improve electoral equality, this was justifiable due to the "special nature" of the town.

34 Despite the concerns of the Town Council, we decided that the town of Barnard Castle warranted an increase in representation from six to seven members, particularly when considering the 'overspill' area currently within the parish of Marwood which is clearly a part of the town to all intents and purposes. We also considered the fact that the present Barnard Castle West ward is likely to increase by 50 electors over the next five years.

35 Adopting the District Council's second preference would result in a modified two-member Barnard Castle East ward varying from the average number of electors per councillor by 2 per cent (1 per cent in 2002), while the new two-member Barnard Castle North ward (which would incorporate the 'overspill' area from Marwood parish) would vary by 2 per cent (3 per cent in 2002). The revised three-member Barnard Castle West ward would vary from the average number of electors per councillor by 2 per cent, although the projected increase in electors in that ward would enable it to equal the average in 2002.

36 As a result of the 'overspill' electors from Marwood parish being incorporated within Barnard Castle for district warding purposes, the modified Eggleston ward would lose 175 electors and therefore vary from the district average by just 2 per cent, equalling the average by 2002. The level of electoral equality in Barnard Castle and in Eggleston ward would therefore be greatly improved under our draft recommendations.

37 As explained in the previous chapter, Barnard Castle Town Council opposed our draft recommendations for the town, arguing that the existing warding pattern should remain. The District Council, however, did "not wish to make representations against" our draft recommendations in respect of Barnard Castle. Marwood Parish Council opposed our draft recommendations in relation to Eggleston ward, disagreeing with our assertion that there was an 'overspill' area of Barnard Castle and expressing its wish that the present Eggleston ward (with the possible exception of the Stainton Grove area as discussed below) should be retained. These views were echoed by Councillor Le Mare.

38 We were impressed with the detail contained within the submission of Marwood Parish Council but remain unconvinced of its views in respect of its boundary with Barnard Castle. We have visited the area concerned and, as is clear from Map A1 on

page 28 of this report, saw that the Darlington Road area in particular is demonstrably a part of the town to all intents and purposes. In respect of the more outlying farms there is a stronger case for not placing such properties within a town-based district ward, but in the interests of effective and convenient local government we have also taken account of the District Council's final recommendations in respect of its parish review.

39 The 'expanded' Barnard Castle area merits seven members rather than the present six and, despite the views of Barnard Castle Town Council, we are content to confirm as final our draft recommendations for the town, although as discussed below we propose a minor boundary modification to the proposed Barnard Castle North district ward to take account of the recommendations in respect of the Stainton Grove area.

40 Our draft recommendation for a revised Eggleston ward would secure a good level of electoral equality, but would also retain part of the settlement of Stainton Grove within it. We explained in our *Draft Recommendations* (paragraph 52) that, at that time, the Council was proposing as part of its parishing review to unite the Stainton Grove area within one parish, but that we were working on the assumption that existing parish areas (and their respective electorate totals) would remain as now.

41 Since that time the Council has submitted final recommendations to the Secretary of State in relation to this area. It proposes that approximately 100 electors should be transferred from Marwood parish to Streatlam & Stainton parish to correct the present anomaly of the Stainton Grove area being split. In its Stage Three submission to us, the Council argued that the whole of Stainton Grove should be included within the parish of Streatlam & Stainton, a view acceptable to both Marwood Parish Council and Councillor Le Mare.

42 We have therefore reconsidered our draft recommendations in this area. By creating a separate parish ward of Marwood parish for the Stainton Grove area, it would be possible to unite that community within the Streatlam & Whorlton ward. However, the transfer of 100 electors in isolation would have a deleterious impact on electoral equality. Under our draft recommendations, the single-member Eggleston and Streatlam & Whorlton wards would both vary from the district average number of electors per councillor by just 2

per cent, but if 100 electors were transferred from the former to the latter, the wards would respectively vary by 16 per cent (over-represented) and 15 per cent (under-represented).

43 An option we considered was whether we should recommend that the proposed wards of Streatlam & Whorlton and Eggleston be merged together into a two-member ward. This option is attractive in that it would unite the Stainton Grove area within one ward and would secure an excellent level of electoral equality, equal to the district average. The disadvantage of this option is that it would create a fairly large two-member ward (stretching almost across the whole district from north to south) in a rural area where single-

and geographic divide of the River Tees (and the sense of community identity this engenders) led us to believe that this was not a viable option. Therefore, having considered alternative options, we concurred with the Council's proposals for a modified single-member Greta ward, a revised single-member Barningham & Ovington ward (the present Startforth East ward) and a new single-member Startforth ward. Although the level of under-representation in the proposed Startforth ward (14 per cent) and the level of over-representation in the proposed Barningham & Ovington ward (16 per cent) would appear high, it is in fact less than 100 electors from the average in a sparsely populated district such as Teesdale.

51 During Stage Three the District Council expressed its support for our draft recommendations in respect of these three proposed wards, and we did not receive any other submissions relating specifically to this area. Given the overall improved level of electoral equality that would result, and in the absence of other evidence, we wish to confirm our draft recommendations in this area as final.

Cockfield, Gainford & Winston, Ingleton, Lynesack, Staindrop and Streatlam & Whorlton wards

52 The area covered by these six wards presently has a reasonable level of electoral equality. The two-member wards of Cockfield (the parish of Cockfield) and Gainford & Winston (the parishes of Gainford and Winston) presently vary from the average number of electors per councillor by 7 per cent above and 9 per cent above respectively (6 per cent and 8 per cent in 2002).

53 The two-member wards of Lynesack (comprising the parishes of Lynesack & Softley and Woodland) and Staindrop (comprising the parishes of Cleatlam, Langleydale & Shotton, Raby & Keverstone and Staindrop) presently vary from the average number of electors per councillor by 7 per cent below and 3 per cent below respectively (8 per cent and 4 per cent in 2002).

54 The single-member ward of Ingleton, which comprises the parishes of Bolam, Headlam, Hilton, Ingleton, Langton, Morton Tinmouth and Wackerfield, presently varies from the average number of electors per councillor by 12 per cent below (13 per cent in 2002). The single-member ward of Streatlam & Whorlton, which comprises

the parishes of Streatlam & Stainton, Westwick and Whorlton, varies from the average number of electors per councillor by 5 per cent below (6 per cent in 2002).

During Stage One we adopted the District Council's proposals for no change to all six of these wards, given that electoral equality would generally remain at reasonable levels. The overall increase in council size would result in improved levels of electoral equality in unchanged wards of Ingleton, Lynesack and Staindrop. The number of electors per councillor would be 9 per cent below, 4 per cent below, and equal to the average respectively (10 per cent, 5 per cent and 1 per cent below by 2002).

a marginally adverse effect on electoral equality in the unchanged two-member wards of Cockfield and Gainford & Winston. Cockfield ward, currently 7 per cent above the average, would initially vary by 11 per cent but this would reduce to 9 per cent by 2002. Gainford & Winston ward, currently 9 per cent above the average, would initially vary by 13 per cent, a figure that was forecast to reduce to 11 per cent by 2002. We concluded that although the levels of electoral equality in these wards were not ideal, they were acceptable given the lack of reasonable alternatives.

57 During Stage Three the District Council supported our proposals in relation to the wards of Cockfield, Gainford & Winston, Ingleton, Lynesack and Staindrop. We received no other submissions relating to these wards. Given the reasonable levels of electoral equality that would be attained in this part of the district and in the absence of any further evidence, we wish to confirm our draft recommendations for these five wards as final.

Castle and Eggleston, we received submissions from the District Council, Councillor Le Mare and Marwood Parish Council regarding the settlement of Stainton Grove which is currently divided between the Eggleston and Streatlam & Whorlton district wards. As a result of our deliberations in respect of this area (see paragraphs above), we are proposing as a final recommendation to create a parish ward of Marwood parish (The Oval) and to incorporate it as part of a revised single-member Streatlam & Whorlton ward. The level of electoral equality in the ward would deteriorate substantially

from our draft recommendation, but in the interests of effective and convenient local government we believe our final recommendation is appropriate. Details of the boundaries of the proposed 'The Oval' parish ward are shown on Map A1 in Appendix A.

Cotherstone with Lartington, Middleton-in-Teesdale and Romaldkirk wards

59 The single-member Cotherstone with Lartington ward which comprises the parishes of those names is presently over-represented, the number of electors per councillor varying from the district average by 14 per cent (15 per cent in 2002). The twomember Middleton-in-Teesdale ward which comprises the parishes of Forest & Frith, Middleton-in-Teesdale and Newbiggin is relatively well-represented, with the number of electors per councillor varying from the district average by 4 per cent (5 per cent in 2002). The single-member Romaldkirk ward which comprises the parish of that name plus those of Holwick, Hunderthwaite, Lunedale and Mickleton is also relatively wellrepresented. The number of electors per councillor varies from the district average by 8 per cent (7 per cent in 2002).

60 During Stage One the Council proposed no change to the current electoral arrangements of these three wards. However, we looked at possible alternatives in this area to ascertain whether improved electoral equality could be achieved. We considered transferring the parish of Holwick from Romaldkirk to Middleton-in-Teesdale ward. This was opposed by the Council which argued during Stage One that "it would be very artificial to transfer [Holwick] to a ward north of the river [Tees], especially when there are no problems in the councillor:elector ratio ...". We were content to accept the part of the argument relating to the river Tees and recommended no change to the two-member Middleton-in-Teesdale ward.

61 We did, however, propose an alternative in order to improve the level of electoral equality in Cotherstone with Lartington ward. The parish of Hunderthwaite (with 100 electors) is currently in Romaldkirk ward but is close to the parish of Cotherstone, and the two settlements are linked reasonably well by road. We believed it was possible to improve the level of electoral equality in

both wards by transferring the parish of Hunderthwaite into the Cotherstone with Lartington ward.

62 A modified single-member ward, which we proposed to name Cotherstone and which would include that parish plus those of Lartington and Hunderthwaite, would vary from the average number of electors per councillor by 5 per cent (3 per cent in 2002). The revised single-member Romaldkirk ward would comprise the parishes of Holwick, Lunedale, Mickleton and Romaldkirk, and would vary from the average number of electors per councillor by 5 per cent (6 per cent in 2002).

63 During Stage Three we received submissions from the District Council and the parish councils of Cotherstone, Hunderthwaite and Mickleton, all of which opposed our proposal to transfer the parish of Hunderthwaite to Romaldkirk ward. The District Council stated that the river Balder between Cotherstone and Hunderthwaite provides a natural boundary and that Hunderthwaite shares community interests with Romaldkirk, adding that the community of Hunderthwaite is physically located towards the eastern end of the parish and that anyone going to or from the parish has to pass through Romaldkirk. The Council pointed out that if the two existing wards remained unchanged the number of electors per councillor (in both wards) under a 32-member council size would vary from the district average by 12 per cent.

64 In light of the evidence contained within the representations received we propose to amend our draft recommendations in relation to the proposed Cotherstone and Romaldkirk wards. It has been demonstrated clearly that there are strong shared community links between the parishes of Hunderthwaite and Romaldkirk, although in our view there are also links, though arguably not as strong, between Hunderthwaite and Cotherstone. Although we have concerns over the deterioration in electoral equality between the draft and final recommendations, a ward with a variance of 12 per cent equates to only 70 or so electors from the average in a sparsely populated district such as Teesdale.

65 We therefore conclude that, in this area, the community interest arguments marginally outweigh those relating to electoral equality and

consequently recommend no change to the present warding pattern. The Cotherstone with Lartington and Romaldkirk wards would both initially vary by 12 per cent from the district average, varying by 13 per cent and 10 per cent respectively by 2002.

Etherley, Evenwood with Ramshaw and Toft Hill & Lands wards

66 These three wards presently suffer from a substantial degree of electoral imbalance. The twomember Etherley ward comprising the parish of the ward name is under-represented, varying from the average number of electors per councillor by 25 per cent (37 per cent in 2002). On the other hand, the three-member Evenwood with Ramshaw ward (comprising the Evenwood and Ramshaw parish wards of Evenwood & Barony parish) and the single-member Toft Hill & Lands ward (comprising the Lands and Toft Hill parish wards of Evenwood & Barony parish) are overrepresented. The number of electors per councillor respectively varies from the district average by 13 per cent and 32 per cent (14 per cent and 33 per cent in 2002).

67 During Stage One the District Council proposed that this area should continue to be represented overall by six district councillors, but proposed a reconfiguration of the ward boundaries. It proposed to place the parish ward of Toft Hill with the ward of Etherley to form a new three-member district ward, arguing that at present houses in Bankwell Drive and Witton Way are physically joined to the village of Etherley but lie within the Toft Hill parish ward of Evenwood & Barony parish. The resultant ward, to be named Etherley & Toft Hill, would initially equal the average number of electors per councillor, but would vary by 7 per cent in 2002 as a result of an increase in electorate within the present Etherley ward.

68 The Council also proposed the creation of a new three-member district ward of Evenwood, Ramshaw & Lands. The ward, which would consist of the three parish wards of those names from Evenwood & Barony parish, would equal the average number of electors per councillor initially, forecast to vary by 2 per cent in 2002. We were content to accept the Council's proposals as part of our draft recommendations as electoral equality would be substantially improved and the community of Etherley which is spread across two parishes would be united within one ward.

69 During Stage Three we did not receive any submissions relating specifically to these wards although the District Council expressed its general support for our draft recommendations. The District Council also provided us with copies of its proposed parish boundary changes which it had submitted to the Secretary of State following the conclusion of its parish review. Under that review, the District Council proposed to transfer to Etherley parish that part of the Toft Hill parish ward which lies to the east of the A68 road (approximately 200 electors). The remainder of the present Toft Hill parish ward would remain with Evenwood & Barony parish. It is noteworthy that, as part of our draft recommendation for the three-member Etherley & Toft Hill ward, we proposed to place the whole of the present Toft Hill parish ward (251 electors) with the parish of Etherley for district warding purposes.

The Council's proposal to the Secretary of State would provide for a more recognisable parish boundary which, coincidentally, would have no substantive effect on the level of electoral equality in our proposed district council wards if they were consequently modified. Indeed by 2002, the number of electors per councillor in both wards would improve if we were to modify our proposals to take account of the Council's parish boundary proposal.

71 Given this, and given that there is the potential for effective and convenient local government to be enhanced, we propose to modify our proposals in this area. We propose that a modified Toft Hill parish ward be established to the west of the A68 road, containing approximately 50 electors, and that it be included in the proposed three-member Evenwood, Ramshaw & Lands ward. We also propose that a new Witton parish ward be established to the east of the A68 road, containing approximately 200 electors. Consequently we recommend that the revised three-member district ward consisting of the Witton parish ward and the whole of Etherley parish should be named Etherley. Neither of the three-member district wards in this area would vary from the average number of electors per councillor by more than 5 per cent, either initially or by 2002. Details of the proposals in relation to the revised Toft Hill and new Witton parish wards are shown on Map A2 in Appendix A.

Hamsterley & South Bedburn ward

72 The single-member Hamsterley & South Bedburn ward comprises the parishes of those names and is presently over-represented, the number of electors per councillor being 22 per cent below the district average (23 per cent in 2002). The ward is located in the north-eastern part of the district and shares a common boundary with the neighbouring local authority area of Wear Valley.

73 The Council acknowledged that the level of electoral equality in this area was not ideal and informed us that it had considered ways of improving it, such as adding neighbouring parishes to the ward. However, in its Stage One submission the Council stated that any change to the ward would have a "knock-on" effect, creating electoral imbalances in neighbouring wards. It therefore proposed, notwithstanding the high level of electoral inequality at present, that the present single-member ward should be retained on its existing boundaries.

74 Given the present degree of electoral inequality we considered the alternatives for this area. For example, we examined whether the parishes of Hamsterley and South Bedburn should be placed in a ward with the parishes of Lynesack & Softley and Woodland. Such a ward would be entitled to three members and, under our 32-member scheme for the district, would vary from the average number of electors per councillor by 9 per cent initially, 10 per cent by 2002. Although such a ward would be relatively large, it would not be the largest in the district and would secure a reasonable level of electoral equality.

75 Officers from the Commission visited the area and noted that the centres of population in Hamsterley and South Bedburn, while close to each other, were a relatively long distance from other centres of population within Teesdale. Despite the reasonable level of electoral equality that would be attained by placing the parishes in a three-member ward with the parishes of Lynesack & Softley and Woodland, we were of the view, on balance, that such a ward may not reflect local community identities and interests, nor be conducive to effective and convenient local government.

We therefore proposed no change to the present Hamsterley & South Bedburn ward. Although the ward would be over-represented by 20 per cent under our draft recommendations (21 per cent in 2002) we took account in our deliberations of the fact that, in a predominantly rural area such as Teesdale, such a ward would only have some 120 electors less than the district average for a single-member ward.

77 During Stage Three we received the views of Hamsterley Parish Council which agreed with our draft proposal for the ward. No other submissions commented directly on this part of the district. Despite the relatively high level of electoral inequality in the Hamsterley & South Bedburn ward we remain of the view that our draft proposal for this area is the most appropriate in the circumstances and therefore confirm it as final.

Electoral Cycle

78 During the initial stage of the review we received no proposals for change to the District Council's electoral cycle. In our draft recommendations report, therefore, we proposed that the present system of whole-council elections every four years in Teesdale be retained. At Stage Three, Councillor Le Mare representing Eggleston ward was content with this proposal. No other comments were received and we therefore confirm our draft recommendation as final.

Conclusions

79 Having considered carefully all the representations and evidence received in response to our consultation report, we have decided substantially to endorse our draft recommendations, subject to the following modifications:

- (a) we propose that the existing single-member Cotherstone with Lartington ward comprising the parishes of those names should remain unchanged;
- (b) we propose that the existing single-member Romaldkirk ward comprising the parishes of Holwick, Hunderthwaite, Lunedale, Mickleton and Romaldkirk should remain unchanged;
- (c) we propose to split the present Toft Hill parish ward and incorporate part of it (a new Witton parish ward) into a three-member Etherley district ward, with the residual Toft Hill parish ward forming part of a three-member Evenwood, Ramshaw & Lands district ward;

- (d) we propose to incorporate a proposed The Oval parish ward of Marwood parish into a modified single-member Streatlam & Whorlton district ward, with a proposed Rural parish ward of Marwood parish forming part of a modified single-member Eggleston district ward.
- 80 We have concluded that there should be a council size of 32; that there should be 19 wards, the same as at present; that the boundaries of nine of the existing wards should be modified; and that whole-council elections should continue to take place every four years.
- 81 Figure 3 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1997 and 2002 electorate figures.
- 82 As Figure 3 shows, our recommendations would result in a reduction in the number of wards varying by more than 10 per cent from the average from 11 to nine, with the number varying above 20 per cent reducing from five to none. This improved level of electoral equality would improve marginally by 2002, with only seven wards exceeding 10 per cent and one ward, Hamsterley & South Bedburn, varying by more than 20 per cent. We conclude that our recommendations would best meet the need for electoral equality, having regard to the statutory criteria.

Final Recommendation

Teesdale District Council should comprise 32 councillors serving 19 wards, as detailed and named in Figures 1 and 4, and illustrated on Map 2 and in Appendix A. The whole Council should continue to be elected together every four years.

Parish Council Electoral Arrangements

83 In undertaking reviews of electoral arrangements, we are required to comply as far as is reasonably practicable with the provisions set out in Schedule 11 to the 1972 Act. The Schedule provides that if a parish is to be divided between different district wards, it must also be divided into parish wards, so that each parish ward lies wholly within a single ward of the district. Accordingly in our draft recommendations report we proposed the division of Marwood parish into two parish wards to take account of our proposals for district council wards. Similarly, we proposed changes to the electoral arrangements of Barnard Castle Town Council to reflect our proposals for district wards there.

84 Given our final recommendations in relation to district wards, it is necessary to modify our draft

Figure 3: Comparison of Current and Recommended Electoral Arrangements

	1997	electorate	2002 forecast electorate		
	Current arrangements	Final recommendations	Current arrangements	Final recommendations	
Number of councillors	31	32	31	32	
Number of wards	19	19	19	19	
Average number of electors per councillor	635	615	642	622	
Number of wards with a variance more than 10 per cent from the average	11	9	11	7	
Number of wards with a variance more than 20 per cent from the average	5	0	5	1	

proposals for the electoral arrangements of Marwood Parish Council and Barnard Castle Town Council. For the same reason it is also necessary to propose an alteration to the electoral arrangements of Evenwood & Barony Parish Council. Our final recommendation for Marwood parish is detailed below.

Final Recommendation

The parish of Marwood should be divided into three new parish wards. Urban parish ward should form part of the proposed Barnard Castle North district ward, Rural parish ward should form part of the proposed Eggleston district ward and The Oval parish ward should form part of the proposed Streatlam & Whorlton district ward. Urban parish ward should be represented by two parish councillors, Rural parish ward by four parish councillors and The Oval parish ward by one parish councillor. These proposals are illustrated on Map A1 in Appendix A.

85 As part of the draft recommendations we proposed that the town of Barnard Castle should be divided into three parish wards in order to reflect the proposed district council wards. At Stage Three the Town Council opposed this recommendation, preferring instead no change to the existing arrangements. However, in view of our final recommendations for district council wards, we confirm that the town of Barnard Castle should be divided into three new town wards.

Final Recommendation

The town of Barnard Castle should be divided into three new town wards. Barnard Castle West town ward should be coterminous with the proposed Barnard Castle West district council ward and should be represented by five town councillors. Barnard Castle East town ward should be coterminous with the proposed Barnard Castle East district council ward and should be represented by four town councillors. Barnard Castle North town ward should be represented by three town councillors and should include that part of the town of Barnard Castle that lies within the proposed Barnard Castle North district council ward. These proposals are illustrated on Map A1 in Appendix A.

86 As a consequence of our final recommendations in respect of the proposed district council wards of Etherley and Evenwood, Ramshaw & Lands, we propose to modify the existing parish ward of Toft Hill within Evenwood & Barony parish. A new Witton parish ward would form part of the revised Etherley district ward, while a modified Toft Hill parish ward would form part of the proposed Evenwood, Ramshaw & Lands district ward.

Final Recommendation

The Evenwood & Barony parish ward of Toft Hill should be modified. A new Witton parish ward should be created and form part of the proposed Etherley district ward while a modified Toft Hill parish ward should form part of the proposed Evenwood, Ramshaw & Lands district ward. The Witton parish ward should be represented by two parish councillors while the modified Toft Hill parish ward should be represented by one parish councillor. These proposals are illustrated on Map A2 in Appendix A.

87 In our draft recommendations report we proposed that there should be no change to the electoral cycle of parish and town councils in the district, and we are confirming this as final.

Final Recommendation

Elections for parish and town councils should continue to be held at the same time as elections for the District Council.

Map 2: The Commission's Final Recommendations for Teesdale

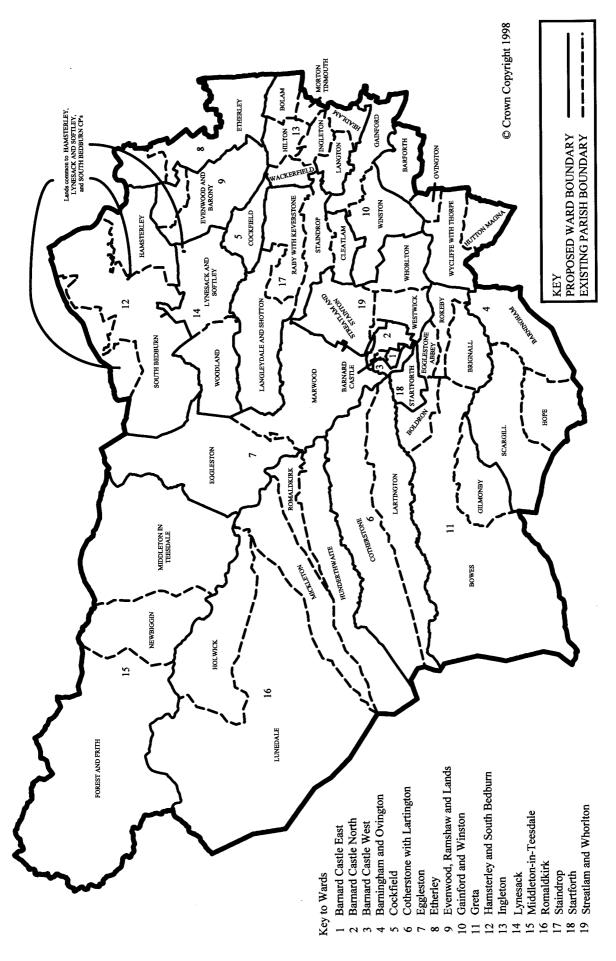


Figure 4: The Commission's Final Recommendations for Teesdale

	Ward name	Number 1 of councillors	(1997)	te Number of electors per councillor	Variance from average %	Electorate (2002)	Number of electors per councillor	Variance from average %
1	Barnard Castle East	2	1,253	627	2	1,253	627	1
2	Barnard Castle North	2	1,211	606	-2	1,211	606	-3
3	Barnard Castle West	3	1,816	605	-2	1,866	622	0
4	Barningham & Ovington	1	519	519	-16	519	519	-17
5	Cockfield	2	1,361	681	11	1,361	681	9
6	Cotherstone with Lartington	1	543	543	-12	543	543	-13
7	Eggleston	1	517	517	-16	517	517	-17
8	Etherley	3	1,785	595	-3	1,955	652	5
9	Evenwood, Ramshaw & Lands	3	1,887	629	2	1,887	629	1
10	Gainford & Winston	2	1,385	693	13	1,385	693	11
11	Greta	1	620	620	1	620	620	0
12	Hamsterley & South Bedburn	1	494	494	-20	494	494	-21
13	Ingleton	1	557	557	-9	557	557	-10
14	Lynesack	2	1,187	594	-4	1,187	594	-5
15	Middleton-in- Teesdale	2	1,218	609	-1	1,218	609	-2
16	Romaldkirk	1	686	686	12	686	686	10
17	Staindrop	2	1,230	615	0	1,230	615	-1

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

	Ward name	Number of councillor	(1997)	e Number of electors per councillor	Variance from average %	Electorate (2002)	Number of electors per councillor	Variance from average %
18	Startforth	1	702	702	14	702	702	13
19	Streatlam & Whorlton	1	710	710	15	710	710	14
	Totals	32	19,681	_	_	19,901	_	_
	Averages	_	_	615	_	_	622	_

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

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

6. NEXT STEPS

88 Having completed our review of electoral arrangements in Teesdale and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

89 It now falls to the Secretary of State to decide whether to give effect to our recommendations, with or without modification, and to implement them by means of an order. Such an order will not be made earlier than six weeks from the date that our recommendations are submitted to the Secretary of State.

90 All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

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

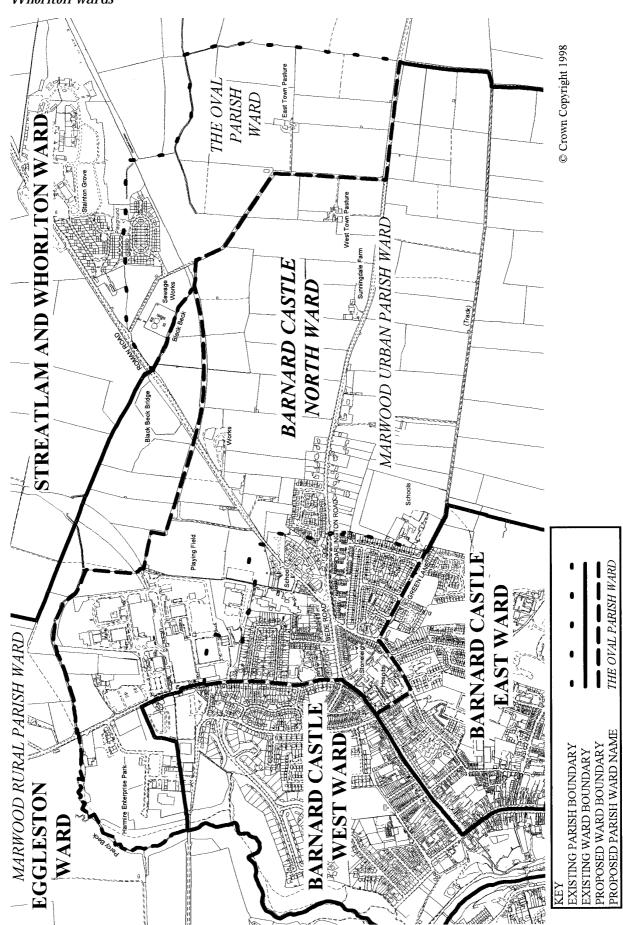
APPENDIX A

Final Recommendations for Teesdale: Detailed Mapping

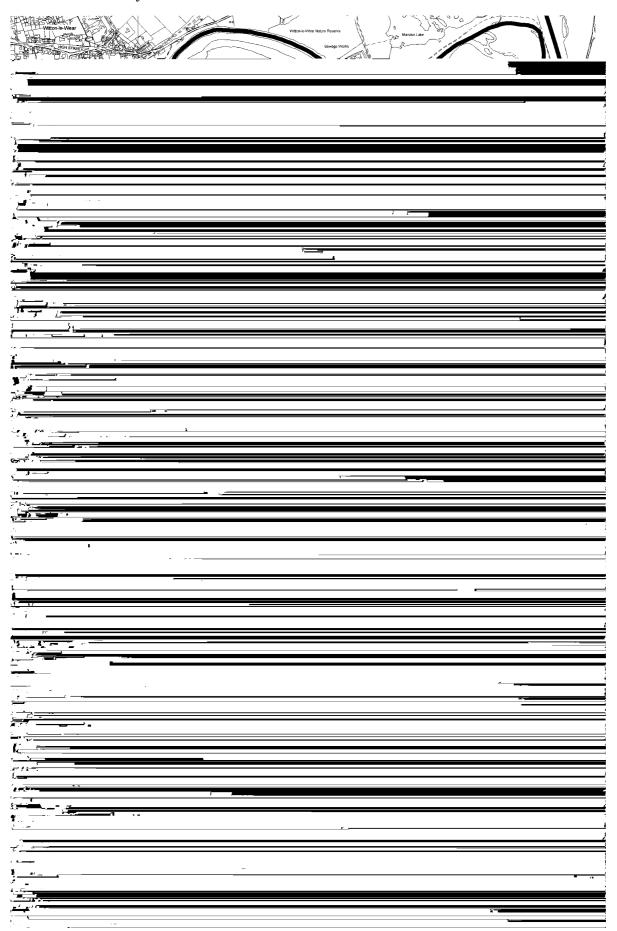
Map A1 illustrates the proposed boundary changes between the Barnard Castle, Eggleston and Streatlam & Whorlton wards, and includes the proposed parish ward boundaries for the parishes of Barnard Castle and Marwood.

Map A2 illustrates the proposed parish ward boundary change relating to the present Toft Hill parish ward of Evenwood & Barony parish.

Map A1: Proposed Boundary Changes Between the Barnard Castle, Eggleston and Streatlam & Whorlton wards



Map A2: Proposed Parish Ward Boundary Change Relating to the Present Toft Hill Parish Ward of Evenwood & Barony Parish



APPENDIX B

Draft Recommendations for Teesdale

Our final recommendations, detailed in Figures 1 and 4, differ from those we put forward as draft recommendations in respect of six wards. Our draft proposals are set out below.

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

Ward name	Constituent areas
Cotherstone	Cotherstone with Lartington ward (the parishes of Cotherstone and Lartington); Romaldkirk ward (part – the parish of Hunderthwaite)
Eggleston	Eggleston ward (part - the parish of Eggleston and the proposed Rural ward of Marwood parish)
Etherley & Toft Hill	Etherley ward (the parish of Etherley); Toft Hill & Lands ward (part – the Toft Hill parish ward of Evenwood & Barony parish)
Evenwood, Ramshaw & Lands	Evenwood with Ramshaw ward (the Evenwood and Ramshaw parish wards of Evenwood & Barony parish); Toft Hill & Lands ward (part – the Lands parish ward of Evenwood & Barony)
Romaldkirk	Romaldkirk ward (part – the parishes of Holwick, Lunedale, Mickleton and Romaldkirk)
Streatlam & Whorlton	Unchanged (the parishes of Streatlam & Stainton, Westwick and Whorlton)

Figure B2: The Commission's Draft Recommendations for Teesdale

Ward name	Number 1 of councillors	Electora (1997)	te Number of electors per councillor	Variance from average %	Electorate (2002)	Number of electors per councillor	Variance from average %
Cotherstone	1	643	643	5	643	643	3
Eggleston	1	625	625	2	625	625	0
Etherley & Toft Hill	3	1,835	612	-1	2,005	668	7
Evenwood, Ramshaw & Lands	3	1,837	612	0	1,837	612	-2
Romaldkirk	1	586	586	-5	586	586	-6
Streatlam & Whorlton	1	602	602	-2	602	602	-3