



Local Government  
**Boundary Commission**  
for Scotland

---

Coimisean Crìochan na h-Alba  
airson Riaghaltas Ionadail

# Administrative Boundary Review

Glasgow City council area and North Lanarkshire council  
area at Cardowan by Stepps

**Report to Scottish Ministers**

**Report number: A18001**  
**April 2018**

Membership of the Commission:

Chair:	Ronnie Hinds
Deputy Chair:	Professor Ailsa Henderson
Commissioners:	Dr Susan Walker OBE Roland Bean

**Local Government Boundary Commission for Scotland**

ADMINISTRATIVE BOUNDARY REVIEW:

Glasgow City council area and North Lanarkshire council area at Cardowan by Stepps

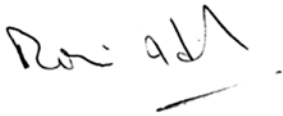
---

**The Scottish Ministers**

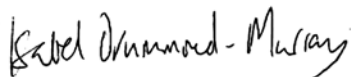
On behalf of the Local Government Boundary Commission for Scotland, we present the Commission's report on an administrative boundary review which has been conducted under sections 14(2) and 14(3) of the Local Government (Scotland) Act 1973.

In accordance with the provisions of section 18(3) of the Local Government (Scotland) Act 1973, copies of the report and illustrative maps are being sent to Glasgow City Council and North Lanarkshire Council with a request that the report should be made available for public inspection at their offices. The same set of information is being sent to locations such as libraries in the area to be made available for public inspection. Copies of the report are being sent to those to whom we sent our Provisional Proposals. The report can also be found on the Commission's website: [www.lgbc-scotland.gov.uk](http://www.lgbc-scotland.gov.uk).

Notice is also being given in newspapers circulating in the affected area of the fact that the report has been made so that interested persons may inspect the report at the Councils' offices.



Ronnie Hinds  
Chair



Isabel Drummond-Murray  
Secretary

For the Local Government Boundary Commission for Scotland

April 2018

Local Government Boundary Commission for Scotland  
Thistle House  
91 Haymarket Terrace  
EDINBURGH  
EH12 5HD

---

<b>Contents</b>	<b>Page</b>
Introduction	1
Background	1
Origin and Commencement of the Review	2
Commission’s Initial Proposals	4
Publication of the Commission’s Provisional Proposals	5
Consideration of Representations	6
Conclusions	8
Final Recommendations	9
Appendix A – Detailed Map	10
Appendix B – Description of the Area	11
Appendix C – Overview Map	12
Appendix D – Electorate	13

## Introduction

1. This is the report on a review conducted by the Local Government Boundary Commission for Scotland into the local authority boundary between Glasgow City council area and North Lanarkshire council area at Cardowan by Stepps.
2. The Local Government Boundary Commission for Scotland was established under the Local Government (Scotland) Act 1973, and is responsible for making recommendations to Scottish Ministers for changes to local authority areas or their electoral arrangements in the interests of effective and convenient local government. It is also responsible for carrying out reviews of constituencies and regions for the Scottish Parliament.

## Background

3. The Commission previously undertook an Administrative Boundary Review at Cardowan, adjacent to the area that is the subject of this report, that concluded in 2009 (Report no: A090001). This review was conducted because a number of houses straddled the council area boundary between Glasgow City Council and North Lanarkshire Council.
4. Before commencing its review in 2008 the Commission had been approached in 1998 by potential housing developers requesting an Administrative Boundary review. Further requests were received from local residents and both Councils in 2003 and 2005 respectively.
5. At that time there was a Ministerial Direction in place instructing the Commission not to undertake Administrative Boundary reviews that would directly affect more than 50 electors. However, in March 2008 when it was clear that construction in the area was complete and that the boundary in the area passed through a number of dwellings, a further Ministerial Direction was issued, expressly directing the Commission “to review the boundary between North Lanarkshire and Glasgow City local authority areas at Stepps, lying between Ordnance Survey grid reference NS669676 and Ordnance Survey grid reference NS683677.”
6. During the review respondents mainly supported the proposals, reasoning: more proximate access to primary schooling; better public services, such as refuse collection and recycling; lower council tax; higher house prices; access routes to the area through North Lanarkshire.

7. The Commission's Final Recommendations realigned the boundary "commencing on the (then) existing administrative boundary between Glasgow City Council and North Lanarkshire Council just to the west of the south-western corner of Honeywell Court at grid reference NS669678, the recommended boundary continues eastwards along the rear fences of the properties in Honeywell Court, Honeywell Drive and Honeywell Place, until it reaches the roundabout at the south-eastern corner of the estate where it continues northwards up the bounding fence at the eastern edge of Dewar Road until it meets the existing boundary at Grid reference NS671681". At its meeting of 28 May 2008 the Commission decided not to extend the boundary further east of Dewar Road, "due to the uncertainty over the extent of future development in the area to the east of Dewar Road, and the absence of clear and continuous bounding features which made it impossible to recommend a realignment of the boundary."
8. The Commission's Report and Final Recommendations to Ministers (Report no: A090001) stated: "The Commission makes its recommendations on the grounds that the proposed revision to the boundary will rectify the anomalous situation whereby properties straddle the existing boundary between Glasgow City Council and North Lanarkshire Council areas, by locating all of Cardowan's Crowwood Grange estate within North Lanarkshire council area. There is a clear advantage for the effective planning and delivery of local services in putting the complete area in a single local authority. Current road access argues in favour of the area being placed in North Lanarkshire council area. The Commission further considers that its recommendations produce a better defined boundary, and enable more effective and convenient local government of the area."
9. In 2012 construction began on properties to the east of Dewar Road. The development was designed using the council area boundary as a boundary between properties, to make sure no new properties straddled the council area boundary. Houses were built on either side of the Glasgow City Council and North Lanarkshire Council area boundary.

## **Origin and Commencement of the Review**

10. This existing boundary between North Lanarkshire council area and Glasgow City council area was established by the Local Government etc. (Scotland) Act 1994, which created the current unitary authorities. This boundary was amended locally following the 2009 Administrative Area boundary review described above.

11. In 2013 the Commission started to receive requests for an administrative area boundary review in the area from residents of the newly completed houses in the Glasgow City council area of the development to the east of Dewar Road (see Area A on map at Appendix A). The reasons used in support of these requests for a review included:
  - the distance to travel to schools within the Glasgow City council area;
  - the lack of direct access to the development from Glasgow City council area;
  - paying more council tax than direct neighbours in North Lanarkshire council area;
  - feeling isolated from other communities in Glasgow;
  - the distance to travel to a polling station;
  - an inability to create a community within the development; and
  - a lack of service provision from Glasgow City Council.
12. In 2015, prior to the decision to start the review, the Commission wrote to both Glasgow City Council and North Lanarkshire Council seeking their initial views on a review.
13. Glasgow City Council acknowledged that, historically, few children in the area attended Glasgow City Council schools but were unaware of any service delivery issues, be they council-provided services or national services such as policing and healthcare. Glasgow City Council also acknowledged at that time there were no firm plans for a road to the south of Cardowan towards Gartloch or Easterhouse. In its conclusion, Glasgow City Council stated that they understood the reason behind the 2009 review but with so much planned development in the area they felt the reasoning behind a further review to be less compelling.
14. In their response North Lanarkshire Council stated that they were not opposed in principle to a review but they had a number of concerns that have been raised within the Council. These included:
  - the likelihood of further housing development within Glasgow City council area at Cardowan;
  - local schools by Cardowan having insufficient capacity for additional pupils; and
  - elected members suggesting that a lack of resources may not allow the Council to provide a full range of services for local residents.

15. When the Commission had concluded its Fifth Reviews of Electoral Arrangements in May 2016 it considered the question of an administrative review and agreed that there was sufficient weight of numbers requesting a review (28 requests in total) and also satisfactorily reasoned argument in support of those requests, to start an administrative area boundary review at Cardowan.
16. Whilst the Fifth Reviews were concluded in May 2016 the recommended ward boundaries did not come into effect until the Local Government elections held on 4 May 2017. When this review commenced the Glasgow section of the Cardowan estate was in Glasgow City ward 21 (North East) and the North Lanarkshire ward abutting it to the north was North Lanarkshire ward 5 (Strathkelvin). After 4 May 2017, the Glasgow City ward was ward 21 (North East), and the North Lanarkshire ward was ward 5 (Stepps, Chryston and Muirhead) and the boundaries of both wards had been altered by the Fifth Reviews.

## Commission's Initial Proposals

17. At its meeting on 9 November 2016, the Commission agreed its Initial Proposals for the area: to realign the boundary at grid reference NS67186788 on the existing council area boundary and travelling due east along the fence line to the rear of the houses comprising the southern sides of Dunlop Gardens and Dunlop Court until NS67506787. From there eastward around the southern shore of the balancing pond until NS67596788 and then north-eastwards until meeting with the existing council area boundary at NS67646795. The proposed boundary is shown in Appendix A.
18. The electoral register of September 2016 indicated that the Initial Proposals would transfer 292 electors from Glasgow City council area to North Lanarkshire council area.
19. In accordance with the requirement of Section 18(2) of the Local Government (Scotland) Act 1973, the Commission wrote to Glasgow City Council and North Lanarkshire Council in November 2016 and asked for their views on its Initial Proposals for the area. Glasgow City Council replied on 18 January 2017; North Lanarkshire Council replied on 30 January 2017.
20. Glasgow City Council opposed any change to the boundary at Cardowan and made the following points in their response:
  - they are reviewing the provision of education in this area for existing residents and future housing developments;
  - early learning and childcare provision is offered across both council areas;



- they currently offer full waste collection services and will provide other services, such as road maintenance and lighting etc., once the Council adopts the development from the developers, which is imminent;
  - The City Development Plan has proposed an Easterhouse Regeneration Route that will link Easterhouse to Gartcosh in North Lanarkshire via Cardowan to support new housing development. This road would link the Cardowan development directly with Glasgow; and
  - Glasgow Council's Regeneration and Economic Policy Development Committee are planning further housing development in the area, which could include a new nursery and school however no firm timescales have been given.
21. North Lanarkshire Council did not object to the proposals in principle but stated that:
- they had serious concerns that local schools in the area are currently at maximum capacity and they anticipate having to decline placing requests in the future and would be unable to place any pupils from the development within a North Lanarkshire school now or in the near future;
  - the Glasgow City Region City Deal has early proposals to build a road to the development directly from Glasgow;
  - electors within the development vote within a North Lanarkshire polling district except for UK Parliament elections; and
  - there are no planned housing developments expected in this area.
22. Upon consideration of the Councils' submissions, at its meeting of 14 March 2017 the Commission concluded that the Initial Proposals should be published as its Provisional Proposals.

## Publication of the Commission's Provisional Proposals

23. The Commission decided to delay the public consultation on its Provisional Proposals until mid-June 2017 to avoid a clash with the Boundary Commission for Scotland's secondary consultation as part of its 2018 Review of UK Parliament Constituencies and also to avoid the period of the UK general election called for 8 June 2017.
24. A news release was issued via the Scottish Government's press office on 15 June 2017 publicising the period of public consultation on the Commission's Provisional Proposals. In addition to this, the Provisional Proposals and supporting information were made available on the Commission's website and a consultation hub was created to allow the proposals to be viewed and responses submitted in an online environment.

25. Glasgow City and North Lanarkshire Councils also displayed the Provisional Proposals at display points in council-run premises in the local area.
26. The Commission also wrote to the occupants of the houses within the affected development and other stakeholders to make sure they were aware of the period of public consultation.

## Consideration of Representations

27. There were 187 responses received during the public consultation period which ran from 15 June 2017 to 6 September 2017.
28. Further responses were received from both North Lanarkshire and Glasgow City Councils and both councils maintained their respective positions on the Review as described above.
29. There was a single response from an elected representative for the area: David Linden, MP for Glasgow East, submitted a late response in support of the proposals. In his response Mr Linden commented on the relatively long journey times to reach Glasgow City Council schools from the area under review, constituents' dissatisfaction with delays regarding the adoption of roads in the area and also Glasgow City Council's failure to deliver a connecting road to the south of the Dewar Road.
30. Around 85% of representations were supportive of the Commission's proposals for the area.
31. In summary, the reasons cited by the public in support of the Provisional Proposals very closely mirrored the reasons put forward in the original requests for a Review. These can be further summarised as:
  - proximate access to local schools;
  - transport links;
  - public services;
  - lack of community; and
  - previous administrative review.
32. The majority of respondents cited schooling and in particular issues relating to proximate access to local schools as a reason to support the proposed boundary change. Many respondents spoke of the fact that the closest North Lanarkshire primary school is only 1.5 miles away by car, from the area under review, while the nearest Glasgow City primary school is 5 miles away. A number of responses stated that positive placing requests were infrequent and only by being resident in North Lanarkshire council area could access to local schools be guaranteed. (Evidence from North Lanarkshire shows at least 40 recent requests have been successful from residents in the area under review). Responses also stated that due to the lack of adequate transport links

in the area, residents must pass two North Lanarkshire schools before reaching the nearest Glasgow City Council school. Respondents also cited that neighbours sending children to different schools hindered the development of a sense of community and shared interest in the area. Residents reported that some children with successful placing requests cannot get on the North Lanarkshire Council funded school bus from the area with their classmates, as they are Glasgow City council area residents.

33. There were more than 100 instances in which respondents cited transport links and access issues as a reason to support the proposed boundary change. Responses cited the fact that residents must first drive or travel through North Lanarkshire council area before they can access any services in Glasgow City council area. The lack of adequate infrastructure is also described as having an impact on the delivery of services mentioned below, such as refuse collection. Glasgow City Council advised that a road south from Cardowan was planned to link with Gartloch and then on to the Forge at Easterhouse. This was something that drew a number of comments during the consultation stage. During both the current and 2009 Reviews Glasgow City Council advised there were plans to create a road that links the development to Glasgow directly but to date no firm timescales have been provided for the road's completion.
34. Over 140 responses cited public services as a reason to support the proposed boundary changes. Respondents stated that the facilities used by the residents in the affected area (e.g. library, cultural centre, schools, doctors' surgeries etc.) all lie within the North Lanarkshire council area boundary and as such it makes no sense to pay council tax to Glasgow City Council rather than North Lanarkshire Council. Respondents also cited issues with policing, access to GPs, post-natal care and taxi boundary charges. It was also noted that Glasgow City Council refuse collection vehicles must travel through North Lanarkshire to access the development. Glasgow City Council advise that they are unaware of any issues regarding refuse collection.
35. Other reasons cited by respondents included: the lack of community caused by close neighbours being represented by different councillors; the impact on the environment due to extra journeys made by parents and Glasgow City Council vehicles; and that most local residents are already using North Lanarkshire Council facilities instead of Glasgow City Council and as such, believe that North Lanarkshire Council should be supported by greater council tax income.
36. Furthermore, respondents cited the previous boundary review in the area as a reason to support the latest review and a number of respondents also cited a reduced council tax. Neither of these reasons carried weight with the Commission: variation in council tax charges

are not, nor would ever be, seen as reason for a boundary review; and the previous review was initiated in response to the boundary passing through buildings, something that was not the case in this instance.

37. The reasons cited by respondents that supported no change to the boundary included:
- schools – 15 respondents supported North Lanarkshire Council’s position regarding the availability of school places and stated that schools were close to capacity; and
  - awareness of boundary at time of purchase – the requests to change the boundary should be denied as residents purchased their houses in full knowledge of the existing council area boundary and had the opportunity to purchase in either Glasgow City council area or North Lanarkshire council area. Respondents stated that research into local schools, facilities and council tax should have been completed by residents before purchasing their new homes in Glasgow City council area.
38. The public consultation did not raise any novel or unforeseen issues. This, in addition to the substantial balance of views in favour of the Commission’s proposals, led the Commission to decide that a Local Inquiry was unnecessary for this Review.

## Conclusions

39. The Commission considered carefully all of the representations received, and concluded that it should adopt its Provisional Proposals as its final recommendations for the revision of the boundary between Glasgow City Council and North Lanarkshire Council at Cardowan by Steps.
40. The Commission makes its recommendations on the grounds that the proposed revision to the boundary will rectify the anomalous situation whereby a small area of a large estate is effectively an enclave of Glasgow City Council with no direct road links to the remainder of the council area in which it sits and is further separated from the nearest housing in Glasgow City council area by the greenbelt (see Appendix C). As stated in the report following the previous review in the area, the Commission believes there is a clear advantage for the effective planning and delivery of local services in putting the complete housing development area in a single local authority. Current road access argues in favour of the area being placed in North Lanarkshire council area. The Commission further considers that its recommendations produce a better defined boundary, something that was not possible in 2009 when construction on the development had yet to begin. Furthermore, the Commission believes that its recommendations will enable more effective and convenient local government in the area by ensuring that council area boundaries no longer divide the

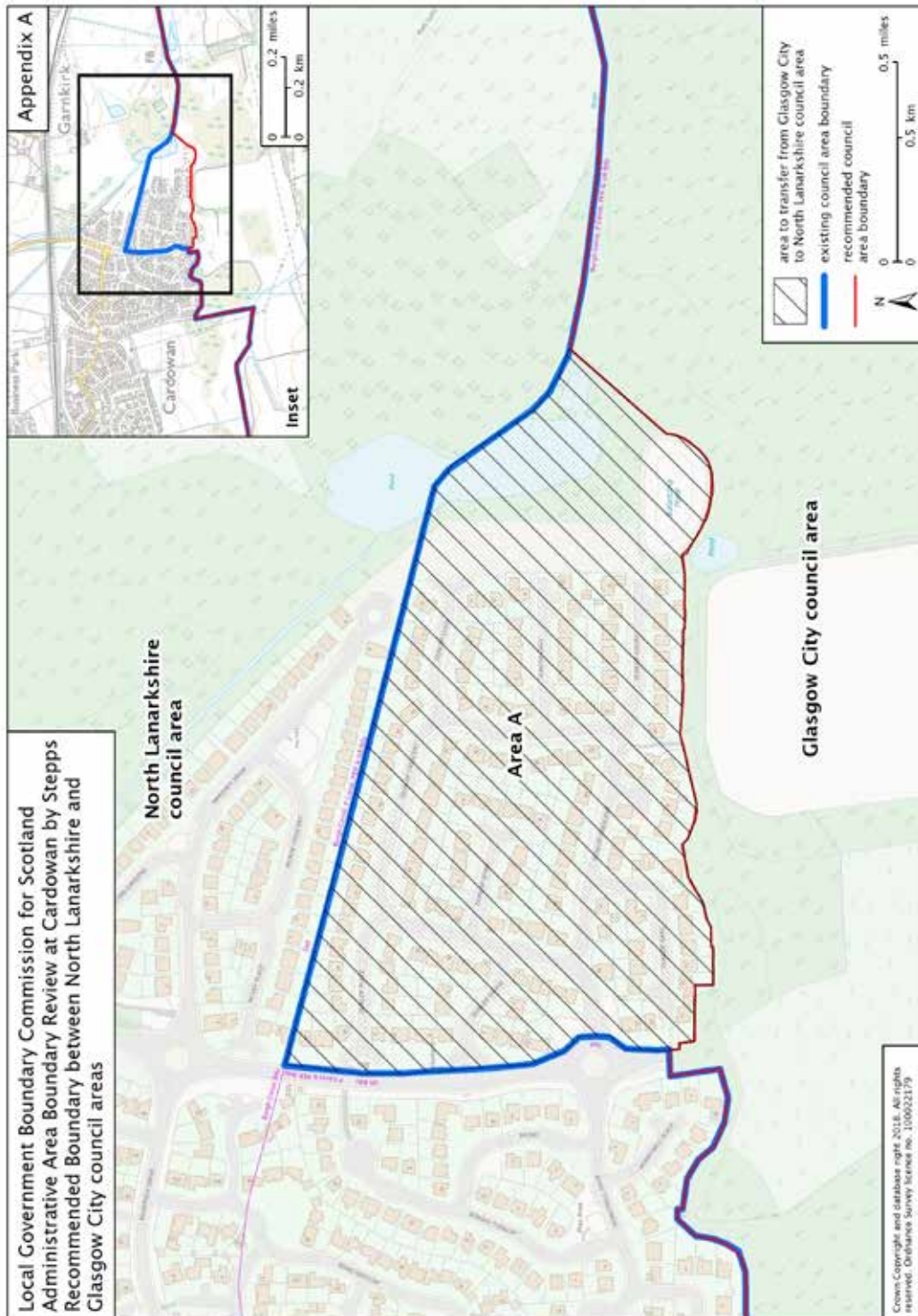
development and services throughout the estate will be delivered by a single council allowing joined up responses to all residents' issues. The Commission believes that this will improve local ties in the area by removing any real or perceived barriers to community feeling and integration. The Commission is also confident that the boundary changes will ensure that the residents, who predominantly use local North Lanarkshire funded council services, pay their council tax to the local authority most appropriate to their daily lives.

41. In this report, the Commission has used figures from the electoral register of September 2016, which show that the recommendation would transfer 292 electors from Glasgow City council area to North Lanarkshire council area.
42. The number of electors recommended for transfer is small in relation to the total numbers of electors in the two affected wards. Therefore, the Commission has concluded that, beyond the movement of the administrative boundary, no further review of these wards is necessary.

## **Final Recommendations**

43. The Commission recommends that the hatched area shown on the maps at Appendices A and C, the boundaries of which are described at Appendix B, should be transferred from Glasgow City council area to North Lanarkshire council area. The Commission also recommends that, as a consequence of the transfer, alterations should be made to the electoral wards of Glasgow City Council and North Lanarkshire Council as specified in Appendix D.
44. A digitized description of the boundary in the form of GIS shapefiles has been securely stored on magnetic media at the date of publication of our report.

Appendix A – Detailed Map



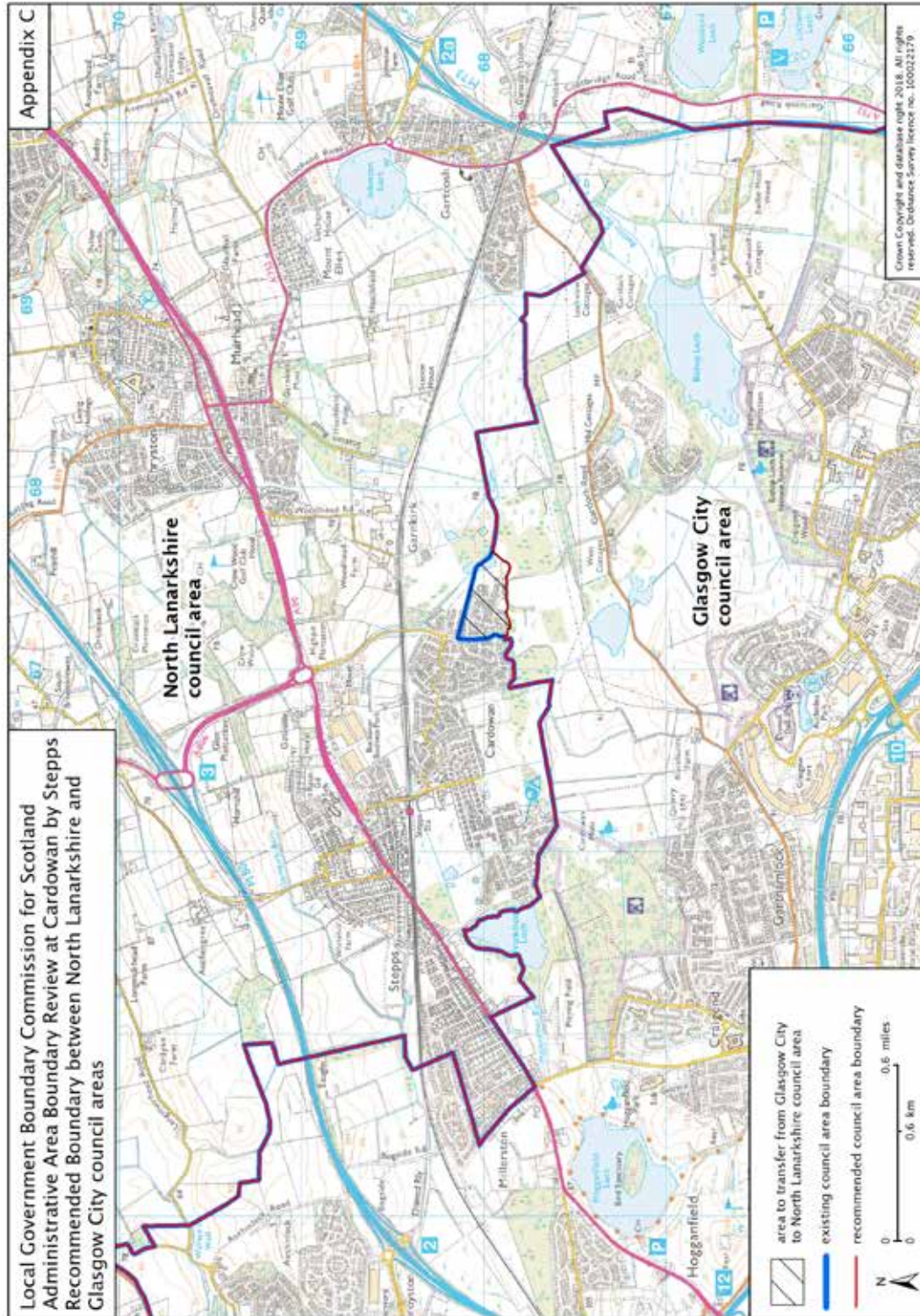
## **Appendix B – Description of the Area**

### **The recommended area to transfer is described as:**

Commencing at grid reference NS67186788 on the existing council area boundary and travelling due east along the fence line to the rear of the houses comprising the southern sides of Dunlop Gardens, Dunlop Crescent and Dunlop Court until NS67506787. From there eastward around the southern shore of a balancing pond until NS67596788 and then north-eastwards until meeting with the existing council area boundary at NS67646795, then following the existing boundary northwest, then south, back to the point of commencement.



Appendix C – Overview Map





### Appendix D – Electorate

Review of Administrative Boundary between Glasgow City council area and North Lanarkshire council area at Cardowan by Stepps:

Consequential alterations to Electoral Ward 21 (North East) of Glasgow City Council and Electoral Ward 5 (Stepps, Chryston and Muirhead) of North Lanarkshire Council.

<b>Council</b>	<b>electoral ward (from 5 May 2017)</b>	<b>proposed alteration</b>	<b>Change in electorate (Sept. 2016)</b>
Glasgow City	21 North East	The hatched area shown on the map at Appendix A to this report shall cease to be part of this ward.	-292
North Lanarkshire	5 Stepps, Chryston and Muirhead	The hatched area shown on the map at Appendix A to this report shall be added to this ward.	+292

