

New electoral arrangements for Lancaster City Council Draft Recommendations

September 2021

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A note on our mapping:

The maps shown in this report are for illustrative purposes only. Whilst best efforts have been made by our staff to ensure that the maps included in this report are representative of the boundaries described by the text, there may be slight variations between these maps and the large PDF map that accompanies this report, or the digital mapping supplied on our consultation portal. This is due to the way in which the final mapped products are produced. The reader should therefore refer to either the large PDF supplied with this report or the digital mapping for the true likeness of the boundaries intended. The boundaries as shown on either the large PDF map or the digital mapping should always appear identical.

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Introduction

Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament.¹ 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. Our main role is to carry out electoral reviews of local authorities throughout England.

2 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
- Andrew Scallan CBE (Deputy Chair)
- Susan Johnson OBE
- Peter Maddison QPM
- Amanda Nobbs OBE
- Steve Robinson
- Jolyon Jackson CBE (Chief Executive)

What is an 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 their boundaries are and what they should be called.
- How many councillors should represent each ward or division.

4 When carrying out an electoral review the Commission has three main considerations:

- Improving electoral equality by equalising the number of electors that each councillor represents.
- Ensuring that the recommendations reflect community identity.
- Providing arrangements that support effective and convenient local government.

5 Our task is to strike the best balance between these three considerations when making our recommendations.

¹ Under the Local Democracy, Economic Development and Construction Act 2009.

6 More detail regarding the powers that we have, as well as the further guidance and information about electoral reviews and review process in general, can be found on our website at www.lgbce.org.uk

Why Lancaster?

7 We are conducting a review of Lancaster City Council ('the Council') as the value of each vote in district elections varies depending on where you live in Lancaster. Some councillors currently represent many more or fewer electors 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.

8 This electoral review is being carried out to ensure that:

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

Our proposals for Lancaster

9 Lancaster should be represented by 60 councillors, the same number as there are now.

10 Lancaster should have 25 wards, two fewer than there are now.

11 The boundaries of 15 wards should change; 12 will stay the same.

How will the recommendations affect you?

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

13 Our recommendations cannot affect the external boundaries of the district 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 consider any representations which are based on these issues.

Have your say

14 We will consult on the draft recommendations for a 10-week period, from 14 September 2021 to 23 November 2021. We encourage everyone to use this opportunity to comment on these proposed wards as the more public views we hear, the more informed our decisions will be in making our final recommendations.

15 We ask everyone wishing to contribute ideas for the new wards to first read this report and look at the accompanying map before responding to us.

16 You have until 23 November 2021 to have your say on the draft recommendations. See page 33 for how to send us your response.

Review timetable

17 We wrote to the Council to ask its views on the appropriate number of councillors for Lancaster. We then held a period of consultation with the public on warding patterns for the district. The submissions received during consultation have informed our draft recommendations.

18 The review is being conducted as follows:

Stage starts	Description
16 February 2021	Number of councillors decided
23 February 2021	Start of consultation seeking views on new wards.
12 July 2021	End of consultation; we began analysing submissions and forming draft recommendations
14 September 2021	Publication of draft recommendations; start of second consultation
23 November 2021	End of consultation; we begin analysing submissions and forming final recommendations
11 January 2022	Publication of final recommendations

Analysis and draft recommendations

19 Legislation² states that our recommendations should not be based only on how many electors³ 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.

20 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.

21 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.

	2020	2026
Electorate of Lancaster	108,145	112,735
Number of councillors	60	60
Average number of electors per councillor	1,802	1,879

22 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 but one of our proposed wards for Lancaster will have good electoral equality by 2026.

Submissions received

23 See Appendix C for details of the submissions received. All submissions may be viewed on our website at www.lgbce.org.uk

Electorate figures

24 The Council submitted electorate forecasts for 2026, a period five years on from the scheduled publication of our final recommendations in 2021. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 4.2% by 2026.

25 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 draft recommendations.

² Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

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

Number of councillors

26 Lancaster City Council currently has 60 councillors. We have looked at evidence provided by the Council and have concluded that keeping this number the same will ensure the Council can carry out its roles and responsibilities effectively.

27 We therefore invited proposals for new patterns of wards that would be represented by 60 councillors: for example, 60 single-councillor wards, 20 three-councillor wards, or a mix of single-, two- and three-councillor wards.

28 We received two submissions from residents about the number of councillors in response to our consultation on warding patterns. Both representations argued for a reduction in councillor numbers, with one citing comparative local authorities. The submissions did not provide detail on the governance, scrutiny and representational arrangements for Lancaster or provide evidence for an alternative council size. We have therefore based our draft recommendations on a 60-councillor council.

Ward boundaries consultation

29 We received 33 submissions in response to our consultation on ward boundaries. While we received a submission from the Council, this only related to a single boundary. We did not receive any district-wide proposals from any respondent. We did, however, receive a proposal for the entire area to the south of the Lune River from the Lancaster & Fleetwood Constituency Labour Party ('the Constituency Labour Party'). The remainder of the submissions provided localised comments for wards in particular areas of the district.

30 The scheme we received for the area south of the Lune River provided a mixed pattern of single-, two- and three-councillor wards. We carefully considered the proposals and were of the view that the suggested pattern of wards in this limited area resulted in good levels of electoral equality in some wards and generally used clearly identifiable boundaries. We have incorporated these proposals into our draft recommendations where we were persuaded that they provided for a good reflection of our statutory criteria.

31 Our draft recommendations also take account of local evidence that we received, which provided further evidence of community links and locally recognised boundaries. In some areas we considered that the proposals did not provide for the best balance between our statutory criteria and so we identified alternative boundaries, including those currently used by existing wards.

32 Given the travel restrictions, and the social distancing, arising from the Covid-19 outbreak, there was a detailed virtual tour of Lancaster. This helped to clarify

issues raised in submissions and assisted in the construction of the proposed draft boundary recommendations.

Draft recommendations

33 Our draft recommendations are for 15 three-councillor wards, five two-councillor wards and five single-councillor wards. We consider that our draft recommendations will provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

34 The tables and maps on pages 8–28 detail our draft recommendations for each area of Lancaster. They detail how the proposed warding arrangements reflect the three statutory⁴ criteria of:

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

35 A summary of our proposed new wards is set out in the table starting on page 37 and on the large map accompanying this report.

36 We welcome all comments on these draft recommendations, particularly on the location of the ward boundaries, and the names of our proposed wards.

⁴ Local Democracy, Economic Development and Construction Act 2009.

Scotforth West, Scotforth East & University and Ellel



Ward name	Number of councillors	Variance 2026
Ellel	2	8%
Scotforth East & University	3	8%
Scotforth West	3	6%

Scotforth East & University and Ellel

37 The Constituency Labour Party's scheme for this area included a proposal to extend the existing Scotforth East ward north along the A6 as far as Bowerham Road. The extension's eastern boundary was formed by Greaves Park, the rear of properties along Lonsdale Place, and the playing field down to Palatine Avenue. This proposed ward would have good electoral equality, with a forecast variance of 2% more electors than the district average by 2026. However, this proposal was not supported by evidence of communities in the area.

38 The Constituency Labour Party proposed to retain the existing boundaries of University & Scotforth Rural ward, although they suggested reducing the number of councillors from three to two in order to address the poor levels of electoral equality forecast for the ward by 2026. This proposed ward was forecast to have good electoral equality, but again was not supported by evidence of local communities.

39 We also received a detailed submission from Scotforth Parish Council for this area. The submission argued that the existing composition of the University & Scotforth Rural ward does not reflect local communities and that there is 'no logic in having a ward consisting of scattered permanent residents of the rural parish with the concentrated mass of transitory university students'. The Parish Council argued

that the parish should be aligned with a rural ward with which they 'share common interests and understanding', and suggested Ellel ward to be the 'most logical'.

40 Scotforth Parish Council also made a number of comments regarding the proposed developments in the area, including Bailrigg Garden Village, highlighting uncertainties relating to the scale, timing and nature of the developments. The Parish Council noted that these uncertainties made it difficult to comment on warding arrangements for the new developments, with questions as to whether some of the developments would be urban extensions or semi-rural, self-contained communities.

41 We received a submission from a local resident living just south of the university campus, expressing support for being placed in a separate ward to the university due to the rural nature of their interests. Another resident suggested that the existing Ellel ward could be split into two as a result of planned development, but did not provide a specific proposal.

42 Having carefully considered the evidence received, we agree that including Scotforth parish in a rural ward would better reflect communities in the area. We are therefore proposing to include the entirety of Scotforth parish in Ellel ward, with the exception of the new Bailrigg Student Living development. This new accommodation is sandwiched between the railway line and Scotforth Road, close to the university campus. In order to reflect the community of the students that will be living in the development, we suggest including it in the same ward as the university. We propose that the university campus itself be placed into the more urban Scotforth East ward to its north, along with the development area west of Scotforth Road identified by the Council as likely to be occupied by electors by 2026.

43 In making these proposals, we note the complexities of the parish boundaries in this area, particularly the detached part of Scotforth parish to the immediate west of the A6 (with its small eastern extension across the A6 to the south of Green Lane). Our proposal to include the Bailrigg Student Living development in a ward with the university will necessitate the creation of a parish ward in the detached part of Scotforth parish that will include only this development. While there are currently no electors there, we note that this new student accommodation will be opening in September this year, and there will therefore soon be sufficient numbers of electors in the proposed parish ward to make it viable. We very much welcome further views on the merits of this proposal, particularly from Scotforth Parish Council.

44 We also note that the area of Scotforth parish to the west of the M6, incorporating Bailrigg Village, has no direct road access to the rest of the parish without leaving it, as there is no road across the M6 in this area. While this lack of direct access will be carried through into the warding arrangements under our proposals, we view the community arguments made by Scotforth Parish Council as compelling and we have sought to retain all rural electors in Scotforth parish in a

rural Ellel ward that is more reflective of their identity. Again, we encourage local views on this proposal during this consultation.

45 We are proposing one additional minor change to the boundaries of the existing Ellel ward, with an adjustment to follow the parish boundary west of the M6 and so including the uninhabited 'triangle' north of Hazelrigg Lane in Ellel ward. Our proposed Ellel ward is forecast to have 8% more electors than the district average by 2026.

46 As a result of our proposal to incorporate the university campus into an urban ward with Scotforth East, we are unable to retain the existing western and northern boundaries of Scotforth East ward. Doing so would create an electoral variance of 17% more electors than the district average by 2026. If we were to utilise the Constituency Labour Party's proposed extension of the ward up to Bowerham Road (as described in paragraph 37), this would add more electors into the ward and thus worsen this variance further. We have consequently not adopted the extension as part of our draft recommendations. In order to provide for improved electoral equality in this area, we are instead proposing two amendments to the existing ward boundaries to reduce the number of electors in our proposed ward.

47 Firstly, we propose to adjust the northern boundary to Barton Road (from Palatine Avenue). Having viewed this boundary on our virtual tour of the area, we are of the view that Barton Road provides for a strong and identifiable boundary and keeps communities together. We also propose to extend the western boundary of Scotforth East to the railway line, where it will run north to Ashford Road. These adjustments facilitate an improved electoral variance of 8% more electors than the district average by 2026 in our revised Scotforth East ward. We propose to name this revised ward Scotforth East & University to reflect the inclusion of the campus.

48 Finally, the Council suggested that the ward boundary between the existing Scotforth East and Ellel wards be amended to run along the M6 east of Bowerham Lane, rather than follow the parish boundary through the development. The Council noted that the parish boundary would be subsequently addressed by a Community Governance Review 'in the near future' to make the two boundaries coterminous. While we acknowledge the suggestion, a ward boundary along the M6 in this location would necessitate the creation of a parish ward in Scotforth parish between the M6 and the existing parish boundary. There are insufficient electors in this very small area to create a viable parish ward. In the event that our final recommendations propose a boundary between Scotforth and Ellel wards that is coterminous with the parish boundary, we would recommend that the Council first carries out its planned Community Governance Review before requesting a change to the ward boundary via a Related Alteration.

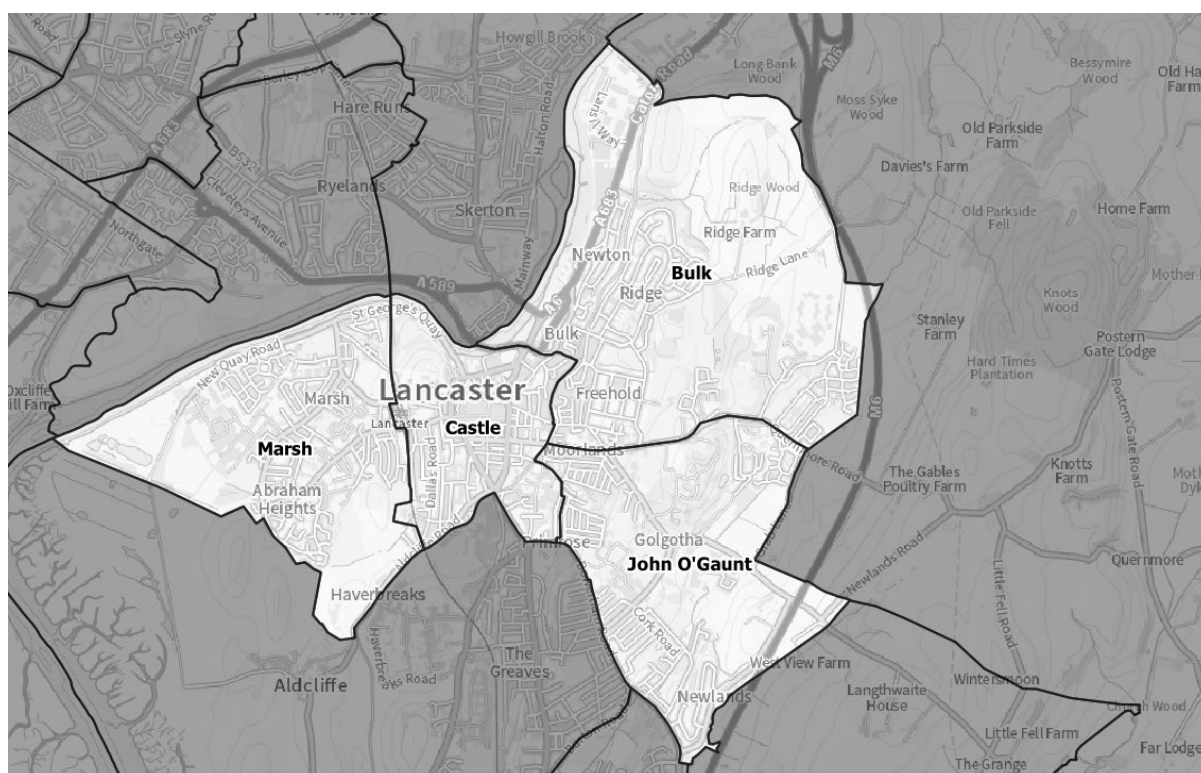
Scotforth West

49 The Constituency Labour Party's scheme for this area included a proposal to revise the existing three-councillor Scotforth West ward into a smaller two-councillor ward, utilising the A6 as its entire eastern boundary and placing the area of the existing ward north-east of the A6/South Road into a neighbouring John O'Gaunt ward. The Constituency Labour Party also proposed to extend Scotforth West ward northwards to the Aldcliffe-with-Stodday parish boundary, incorporating the uninhabited land to the north of Aldcliffe into the ward. The Constituency Labour Party's proposed Scotforth West ward provided for good electoral equality by 2026 and used identifiable boundaries but did not include evidence of local communities.

50 As a consequence of our decisions in Scotforth East & University and Ellel (set out above), as well as those for the John O'Gaunt area further east (paragraphs 52–54), we have not been able to adopt the Constituency Labour Party's proposed Scotforth West ward. Our proposal is to retain a three-councillor ward for Scotforth West. However, if we were to retain the existing boundaries on the eastern side of Scotforth West ward, this would create a variance of 18% more electors than the district average by 2026. We have therefore incorporated the Constituency Labour Party's proposed boundary in the north-east of our suggested ward. We are of the view that the Constituency Labour Party's suggestion of the A6/South Road provides for a strong boundary, as well as improving forecast electoral equality in our proposed Scotforth West ward to 6%. Our proposed eastern boundary for Scotforth West therefore runs along the A6/South Road to Bowerham Road before re-joining the existing eastern boundary.

51 We have also included the Constituency Labour Party's proposed northern boundary to extend Scotforth West ward up to the Aldcliffe-with-Stodday parish boundary, bringing the uninhabited area into Scotforth West as part of our draft recommendations.

John O’Gaunt, Bulk, Castle and Marsh



Ward name	Number of councillors	Variance 2026
Bulk	3	8%
Castle	3	5%
John O’Gaunt	3	7%
Marsh	3	-2%

John O’Gaunt

52 The Constituency Labour Party’s scheme for this area included a proposal to significantly rework the existing three-councillor John O’Gaunt ward, with large sections moved into three different wards. To the north of the University of Cumbria in Lancaster campus, the Constituency Labour Party proposed a smaller two-member John O’Gaunt ward bounded by the A6/South Road, Bowerham Road, the university campus, Wyresdale Road and Moor Gate. To the south-east of this proposed ward, a two-councillor Bowerham ward was suggested from Wyresdale Road in the east as far west as the rear of properties on Lonsdale Place. Finally, an area north-east of Wyresdale Road was included in a single-councillor Standen ward with a large section of the existing Bulk ward that incorporated housing east and west of HMP Lancaster Farms. The proposals did not include evidence of local communities.

53 Having carefully assessed this proposal, we noted that the Constituency Labour Party’s proposed John O’Gaunt and Bowerham wards would provide for good

electoral equality by 2026. However, our calculations of the Constituency Labour Party's proposed Standen ward forecast an electoral variance of 16% fewer electors than the district average by 2026. Moreover, as a result of our decisions in Scotforth East & University (paragraphs 37–48), the proposed Bowerham ward would need to be adjusted to extend further west to the A6 and Barton Road. This would create an electoral variance of 37% in the proposed Bowerham ward. We have therefore not adopted the Constituency Labour Party's proposals for this area.

54 Our draft proposals for this area are to retain the existing boundaries for John O'Gaunt ward, with a minor modification to the western boundary to run along the backs of the properties along Dale Street. This improves electoral equality in our proposed John O'Gaunt ward to 7% more electors than the district average by 2026. We note that there may be alternative arrangements for this part of Lancaster that would better reflect communities, and we invite more local proposals with evidence of community identity as part of the consultation on these draft recommendations.

Bulk

55 The existing Bulk ward is forecast to have an electoral variance of 30% more electors than the district average by 2026. We received three proposals for the area which sought to address this issue. As part of the Constituency Labour Party's proposal for the entire area south of the River Lune, a smaller three-councillor Bulk ward was suggested, with a proposed eastern boundary to the west of the properties around Nightingale Hall Road which ran north to Ridge Lane. A slightly adjusted southern boundary was also proposed by the Constituency Labour Party, with electors between Moor Gate and East Road placed in a revised John O'Gaunt ward (paragraph 52).

56 A local councillor (on behalf of the councillors representing Castle ward) suggested an amendment to the existing boundary between Bulk and Castle wards to address the levels of electoral inequality forecast for the existing ward. The councillors included an area bounded by the canal, Factory Hill, Bulk Road/Greyhound Bridge Road and the river in a revised Castle ward. A local resident suggesting splitting the existing Bulk ward along the canal.

57 While the Constituency Labour Party's proposed Bulk ward would provide for good electoral equality by 2026, we are unable to adopt the ward as part of our draft recommendations without also adopting the Constituency Labour Party's proposed John O'Gaunt, Bowerham and Standen wards (paragraph 52). As discussed in paragraphs 53–54, we have not been able to incorporate these wards while still providing for a good balance in our statutory criteria across the area, and so we have also not adopted the Constituency Labour Party's proposed Bulk ward as part of our draft recommendations. An arrangement which split the existing Bulk ward along the canal would create a forecast electoral variance of 21% fewer electors than the

district average in the area to the west of the canal. We have consequently also not adopted this proposal as part of our draft recommendations.

58 Our draft recommendations for Bulk ward are therefore based on the proposal of the local councillors representing Castle ward, which provides for good electoral equality and generally uses clear boundaries. However, we are keen to hear the views regarding this arrangement from those residents that live in the area, particularly those around Factory Hill. Our proposed Bulk ward is forecast to have 8% more electors than the district average by 2026.

Castle and Marsh

59 The existing two-councillor wards of Castle and Marsh are forecast to have electoral variances of 34% and 20% more electors than the district average by 2026, respectively. We received several submissions about this area. The Constituency Labour Party's scheme for Castle included a proposal to retain the existing boundaries for the ward, with the exception of the western boundary, which was proposed to run along the railway line. This proposal consequently increased the number of electors in Marsh ward significantly, which the Constituency Labour Party addressed with a proposal to split this enlarged area between a two-councillor Marsh ward and a single-councillor Luneside ward. The proposed Luneside ward was bounded to the west and south by Lune Road and West Road, and to the north and east by the river and the railway line. The proposals did not include supporting evidence of local communities.

60 A submission from the local Castle ward councillors proposed an extension of Castle ward to a three-councillor arrangement, with the boundaries as described in paragraph 56.

61 We also received a submission from Castle Area Residents' Association, which represents the residents of the area 'bounded by China Street, Market Street, Meeting House Lane, The Railway Line and the Cycle Track as far as St George's Quay'. The submission provided community evidence about particular issues relevant to their location as living 'beside an international tourist destination' and argued that the area should remain within Castle ward.

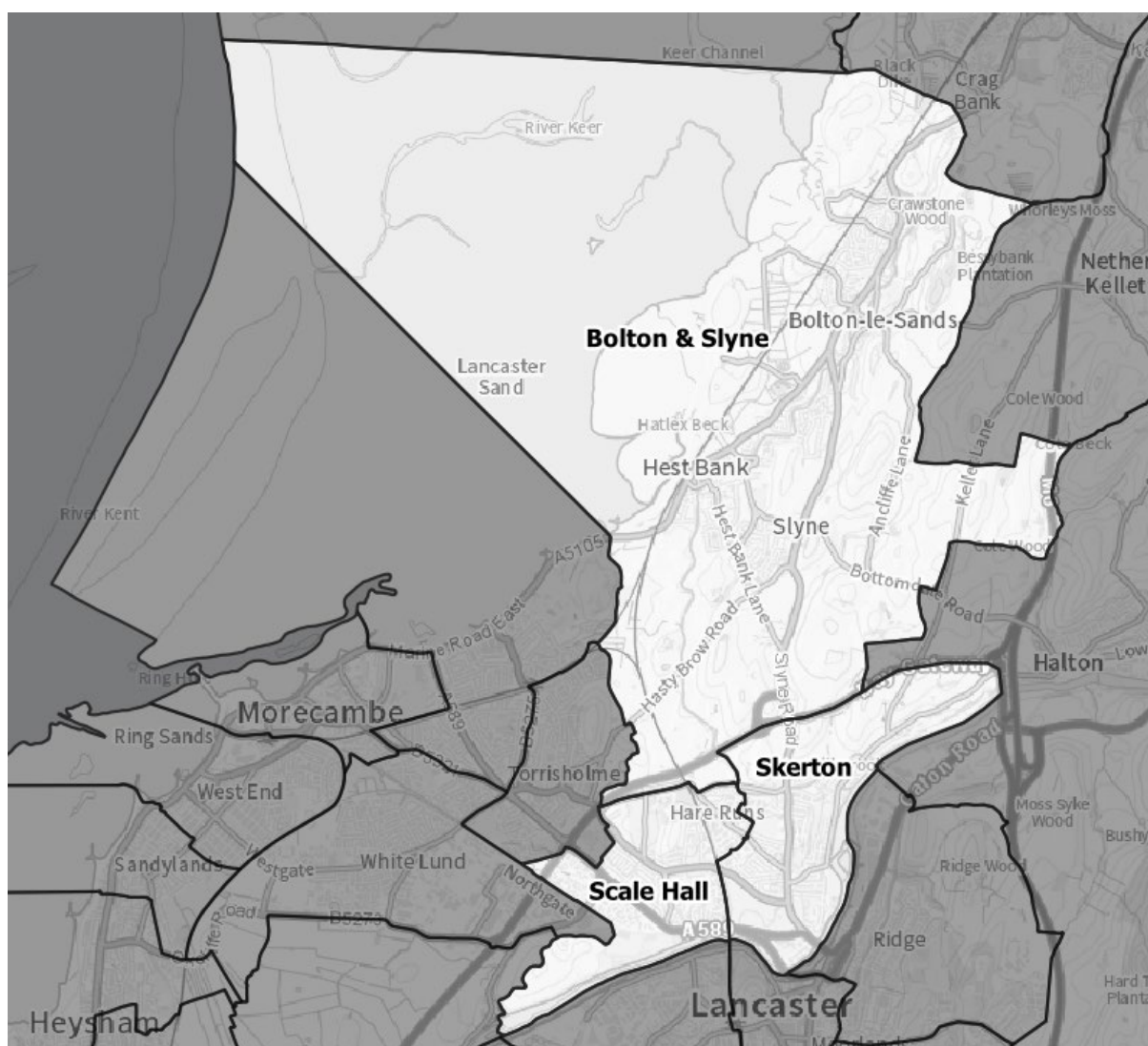
62 We have carefully considered the submissions received. As discussed in paragraphs 55–58, we have adopted the proposal of the local Castle ward councillors to extend Castle ward north to Greyhound Bridge Road/Bulk Road and Factory Lane. This facilitates improved electoral equality in Bulk ward, as well as keeping together the area described by Castle Area Residents' Association, within Castle ward. Moreover, in order to provide for good levels of electoral equality in Scotforth West ward (as discussed in paragraphs 49–51) and John O'Gaunt ward (paragraphs 52–54), we are also proposing to extend Castle ward south-east across the canal to the eastern side of properties along Dale Street. We consider there to be

good access along Quarry Road across the canal to link the two areas, and that South Road/A6 provides for a strong boundary with Scotforth West. We are, however, keen to hear the views of residents in this area about their local community.

63 As a result of these decisions, the remainder of a three-councillor Castle ward would have an electoral variance of 23% more electors than the district average by 2026, if no further amendments to the existing boundaries were made. Consequently, we have adopted the western boundary proposed by the Constituency Labour Party. We have utilised the railway line as a clearly identifiable boundary between Castle and Marsh wards, with the exception of the properties at the western end of Carr House Lane and the station itself. This arrangement reflects access in the area and improves the electoral variance in our proposed three-councillor Castle ward to 5% more electors than the district average by 2026.

64 For Marsh ward, we propose no further changes to the existing boundaries, with the exception of an amendment to the southern boundary to be coterminous with the parish boundary (as discussed relating to Scotforth West in paragraphs 49–51). While we note the Constituency Labour Party’s proposal to split the area between a two-councillor Marsh ward and a single-councillor Luneside ward, our calculations forecast an electoral variance of 55% fewer electors than the district average for the proposed Luneside ward by 2026. We are therefore proposing a three-councillor Marsh ward for the entire area west of the railway line bounded to the north, west and south by the river and parish boundary. This proposed ward is forecast to have 2% fewer electors than the district average by 2026.

Skerton, Scale Hall and Bolton & Slyne



Ward name	Number of councillors	Variance 2026
Bolton & Slyne	3	8%
Scale Hall	3	-6%
Skerton	3	-2%

Scale Hall

65 We received three submissions relating to the existing Skerton West ward during the first period of consultation. A local resident in the west of the ward, residing in the parish of Heaton-with-Oxcliffe, argued that they considered themselves to be a part of Morecambe, not Skerton, and that they should be included in Torrisholme ward. While we note these arguments, an arrangement which includes the area around Lune Drive up to Ovangle Road would create an electoral variance in Torrisholme ward of 15% more electors than the district average by 2026. It would also create a variance in Skerton West ward of 16% fewer electors

than the district average by 2026. We have not been persuaded that the evidence we received justifies this level of electoral inequality and, consequently, we have not adopted this proposal as part of our draft recommendations. However, we are keen to hear more from residents about alternative arrangements in this area that may reflect local communities while still providing for good levels of electoral equality.

66 We also received a submission from another resident which argued that the boundary between Skerton West and Skerton East should be formed in its entirety by the railway line. While we acknowledge the strength of this proposal as a clear and identifiable boundary, this would create an electoral variance in Skerton West of 24% fewer electors than the district average by 2026, as well an electoral variance of 13% more electors than the district average in Skerton East by 2026. Given the high levels of electoral inequality that would result, we have not adopted this proposal as part of our draft recommendations.

67 A submission from a local councillor for Skerton West suggested extending the ward north to Bay Gateway, as it represented a 'meaningful geographic boundary in the area that didn't exist before, and with the likely expansion of housing northward toward the Bay Gateway, presents a hard barrier between residential communities in Slyne and Lancaster'. This view was echoed in a submission from a local resident, which argued that the area to south of the new Bay Gateway is 'intrinsically part of Skerton'. While we note the strength of the proposed boundary and these arguments, this proposed arrangement for Skerton West would create an unviable parish ward in Slyne-with-Hest parish, with no electors currently living in the area between the Bay Gateway and the parish boundary.

68 We are therefore proposing no change to the boundaries of the existing Skerton West ward. However, the local councillor also argued for a change in the ward name from Skerton West to Scale Hall, arguing that 'residents in Skerton West are frequently confused by the name as they feel it refers to a very specific area of Lancaster close to the River, and does not apply at all to the areas nearest Morecambe'. We have been persuaded by this argument and propose the name Scale Hall for this ward as part of our draft recommendations. It is forecast to have 6% fewer electors than the district average by 2026.

Skerton and Bolton & Slyne

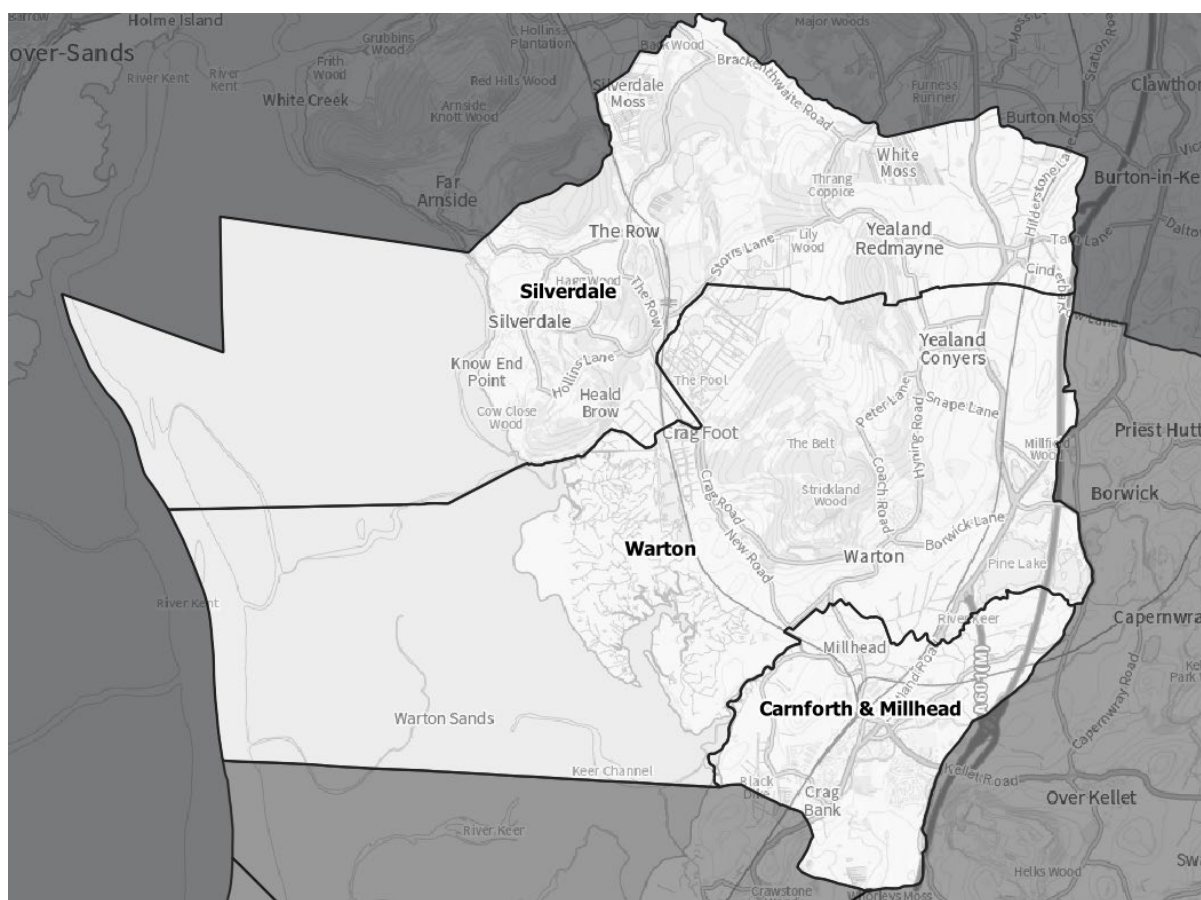
69 We received a submission from the local councillor for Skerton West for this area. The submission suggested an extension of Skerton East north to the Bay Gateway and east to Kellet Lane, with their reasoning consistent with their arguments outlined for Skerton West in paragraph 67. As with Skerton West, we also received a submission from a local resident which echoed these views. We have been persuaded that this arrangement would reflect the communities of current and future electors in the area, as well as make use of the most clearly identifiable

boundaries. While we were unable to accommodate this proposal for Scale Hall due to the lack of electors in the affected area, we are of the view that there are sufficient electors in Slyne-with-Hest and Halton-with-Aughton parishes to create viable parish wards within Skerton East. This arrangement also facilitates an improvement in the forecast electoral equality of Bolton & Slyne to 8% more electors than the district average by 2026, which without modification is forecast to have a variance of 15%.

70 We are therefore proposing a ward for Skerton East that reflects the suggested arrangement from the local councillor, with the exception of a minor extension further east to run the boundary along the Bay Gateway up to the M6 roundabout. In our view, this provides for a more identifiable boundary than Kellet Lane and keeps together all those electors bounded by the Bay Gateway and the River Lune. To reflect the change in name of Skerton West to Scale Hall, we propose to amend the name of Skerton East to Skerton. This ward is forecast to have an electoral variance of 2% fewer electors than the district average by 2026.

71 We propose no further amendments to the existing Bolton & Slyne ward. This ward is forecast to have an electoral variance of 8% more electors than the district average by 2026.

Carnforth & Millhead, Warton and Silverdale



Ward name	Number of councillors	Variance 2026
Carnforth & Millhead	3	-12%
Silverdale	1	-10%
Warton	1	-7%

Carnforth & Millhead and Warton

72 We received no submissions relating to the ward boundaries in this area. We did receive a representation from a local resident which argued that the Carnforth parish boundaries should be amended. We are unable to amend parish boundaries as part of an electoral review. This is a responsibility held by the local authority and amendments to parish boundaries can be made through a Community Governance Review.

73 The existing three-councillor Carnforth & Millhead ward is forecast to have an electoral variance of 12% fewer electors than the district average by 2026. While this level of electoral equality is higher than 10%, we note the geography and spread of communities in the area. We have not been able to identify any areas from which electors could be added to Carnforth & Millhead ward to improve electoral equality, while keeping communities in the surrounding areas together. To the north, we

considered including electors to the west of Mill Lane and south of Sand Lane in Carnforth & Millhead ward. These electors are currently in the single-councillor Warton ward, which is forecast to have 7% fewer electors than the district average by 2026. However, this amendment would create a forecast variance in Warton ward of 16% fewer electors than the district average. We also considered placing the entirety of Millhead north of the River Keer in a two-councillor Warton ward, while reducing the number of councillors in a Carnforth ward to two. However, this would create forecast variances of 19% more and 21% fewer electors than the district average in Warton and Carnforth, respectively. We were therefore unable to make this amendment to the existing wards.

74 Finally, we considered the possibility of drawing electors from the surrounding Kellet and Bolton-le-Sands areas into Carnforth & Millhead ward. However, we are of the view that both communities are distinct from Carnforth & Millhead. Any warding arrangement that would have improved electoral equality within Carnforth & Millhead ward would have required us to split the communities in one of these areas. Our perception is that such warding arrangements would be arbitrary splits of coherent communities. We are therefore proposing to retain the existing ward boundaries for Carnforth & Millhead and Warton wards as part of our draft recommendations.

Silverdale

75 We did not receive any comments relating to the existing Silverdale ward during the first period of consultation. We propose no change to this ward, which is forecast to have 10% fewer electors than the district average by 2026.

Bare, Poulton, Torrisholme and Westgate



Ward name	Number of councillors	Variance 2026
Bare	3	1%
Poulton	2	-3%
Torrisholme	2	-1%
Westgate	3	-3%

Bare and Poulton

76 We received a submission from a local councillor which proposed that an area of Bare ward between South Road, Lancaster Road and Broadway should be included in Poulton ward. The councillor argued that ‘residents in this area would say they live in Morecambe, not Bare, as locally Bare is understood to be a small village’. While we acknowledge this argument, this proposal would create forecast electoral

variances of 21% fewer and 31% more electors than the district average in Bare and Poulton wards by 2026, respectively. We have therefore not adopted this proposal as part of our draft recommendations.

77 Our draft recommendations for Bare and Poulton wards propose no change to the existing boundaries or names. These wards are forecast to have 1% more and 3% fewer electors than the district average by 2026, respectively.

Torrisholme

78 As discussed in paragraph 65, a local resident in the east of Torrisholme ward (residing in the parish of Heaton-with-Oxcliffe) argued that they considered themselves to be a part of Morecambe, not Skerton, and that they should be included in Torrisholme ward. As discussed above, an arrangement which includes the area around Lune Drive up to Ovangle Road would create an electoral variance in Torrisholme ward of 15% more electors than the district average by 2026. It would also create a forecast electoral variance in our proposed Scale Hall ward of 16% fewer electors than the district average. In our view, this high level of electoral inequality has not been justified by the evidence provided and so we have not adopted this proposal as part of our draft recommendations.

79 A local councillor suggested an amendment to the parish boundary of Heaton-with-Oxcliffe, a view which was echoed by two local residents. However, we are unable to amend parish boundaries as part of an electoral review. This is a responsibility held by the local authority and amendments to parish boundaries can be made through a Community Governance Review.

80 Our draft recommendations propose no change to the existing Torrisholme ward. This ward is forecast to have 1% fewer electors than the district average by 2026.

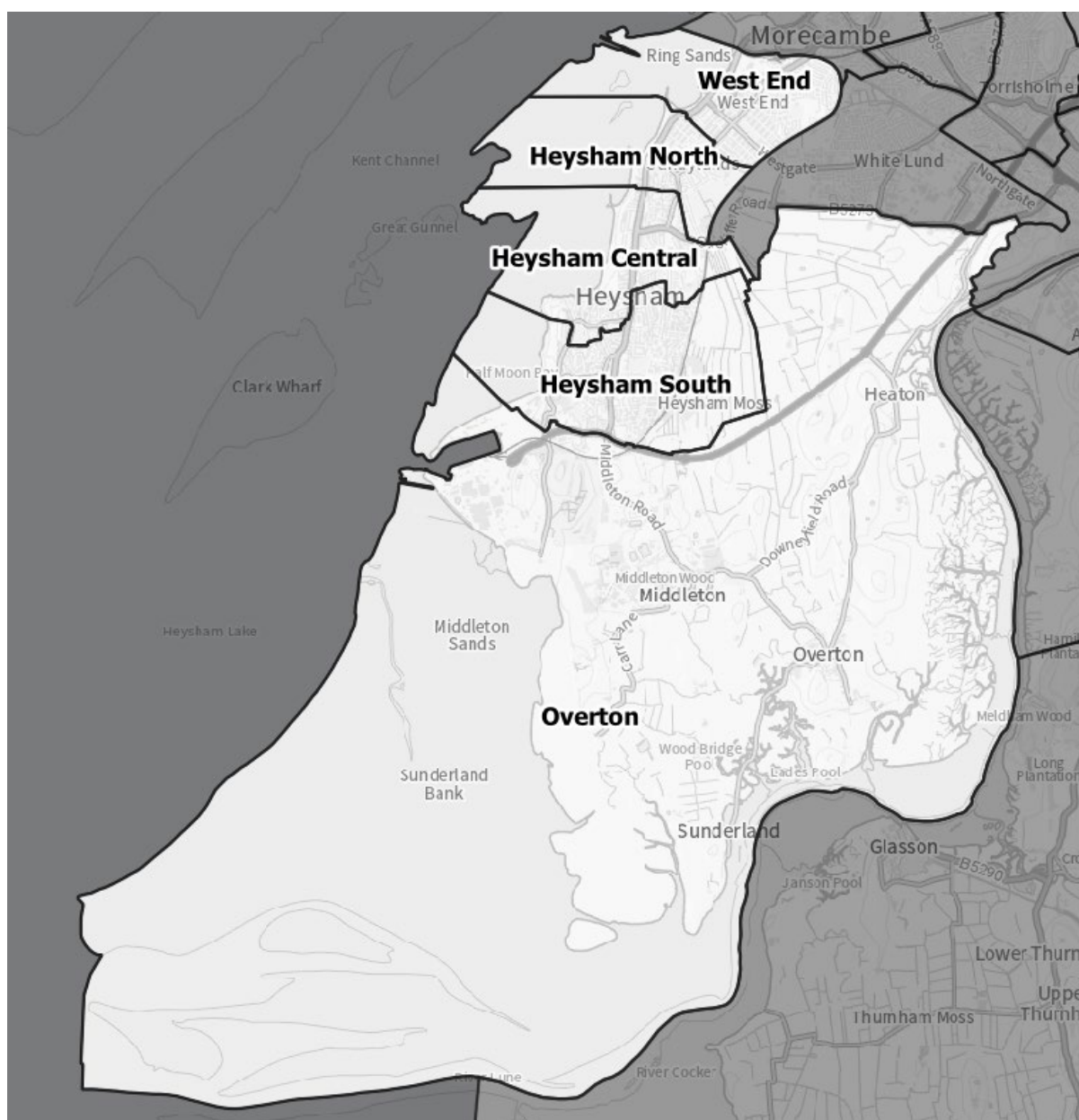
Westgate

81 We received a submission from a local resident that suggested that the area of Fanny's Farm and associated residential caravans, currently in Heysham South ward, should be included in Westgate. While the resident was not from the Fanny's Farm area themselves, they were of the view that residents there would more likely think of themselves as living in Westgate than Heysham. The submission also noted that electors in this area do not have any direct access to the remainder of Heysham South ward.

82 Having considered this submission and explored this area on our virtual tour, we are of the view that Fanny's Farm electors are closer in proximity to those in Heysham than those in Westgate. While we acknowledge the access issue correctly identified by the resident, this can be addressed by including the electors around Fanny's Farm in Heysham Central ward (paragraph 88).

83 Our draft recommendations therefore propose no change to the existing Westgate ward. This ward is forecast to have 3% fewer electors than the district average by 2026.

West End, Heysham and Overton



Ward name	Number of councillors	Variance 2026
Heysham Central	2	-8%
Heysham North	2	-9%
Heysham South	3	-7%
Overton	1	3%
West End	3	-8%

West End

84 We did not receive any submissions relating to the boundaries of the existing Harbour ward, which is forecast to have 8% fewer electors than the district average by 2026. We therefore propose no change to the boundaries of Harbour ward as part

of our draft recommendations. However, we did receive a submission from a local resident that argued the ward should be named West End. The resident argued that ‘this name is well-known locally and to the best of my knowledge, there has never been a harbour in the current boundaries of the ward’. We have decided to adopt this proposed name as part of our draft recommendations and welcome further local views during this consultation period.

Heysham North, Heysham Central, Heysham South and Overton

85 We received a submission from a local resident which argued for the creation of a parish council in Heysham. We are unable to create parish councils as part of an electoral review. This is a responsibility held by the local authority and new parishes can be created through a Community Governance Review.

86 We also received a submission from a local resident which argued that the southern boundary of Heysham South should be extended to the railway line, with the residents between the railway and the A589 included in Heysham South ward. The resident argued that ‘geographically, we are very much part of Heysham... Heysham Harbour and its related issues are on our doorstep: Overton is miles down the road’.

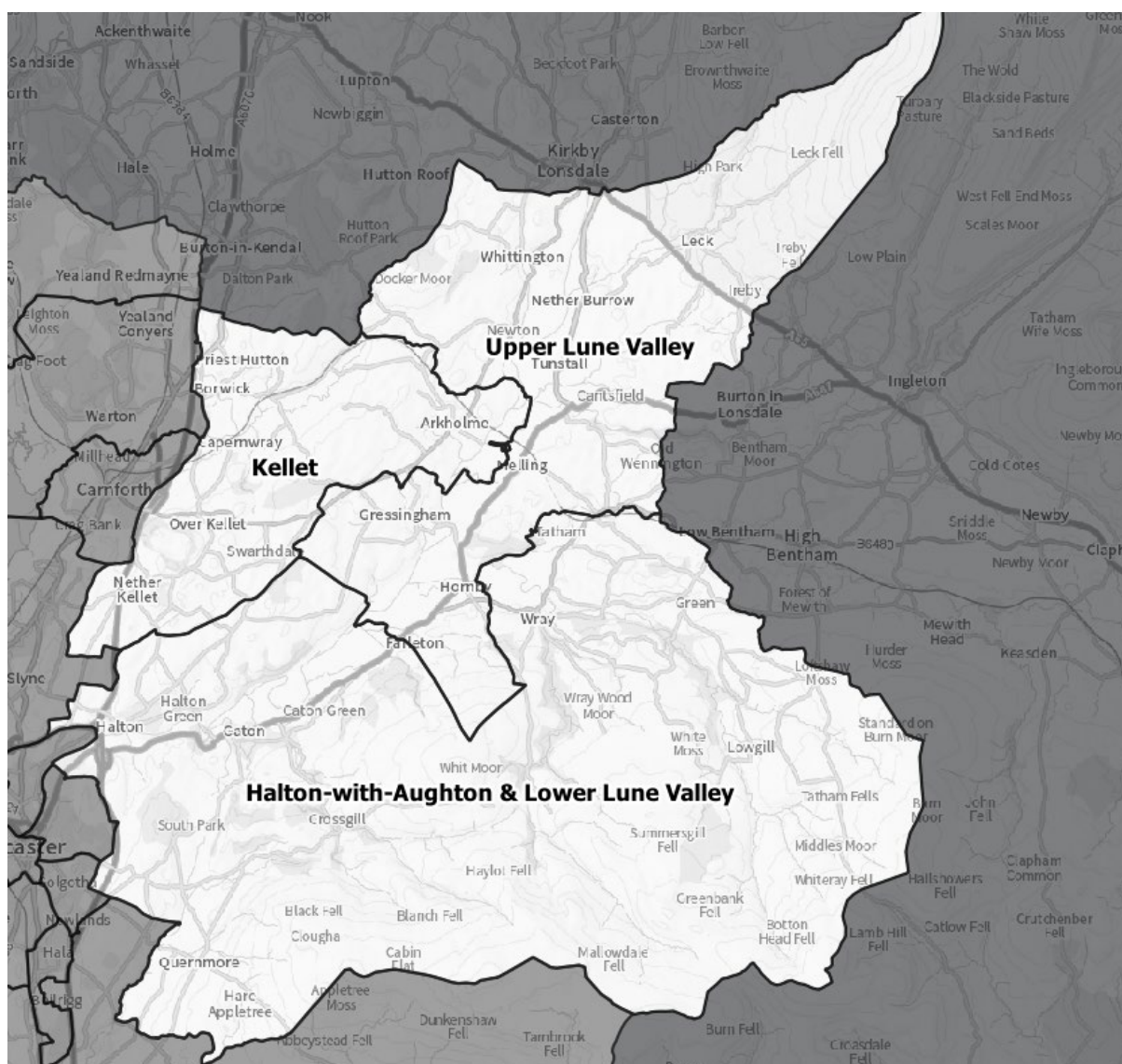
87 Having carefully considered the submission, we are of the view that the resident has made a strong case for extending the boundary of Heysham South to the railway line. We acknowledge that the community identity of these electors would be better reflected by this proposed boundary. However, such a warding arrangement would create a forecast electoral variance in the neighbouring Overton ward of 17% fewer electors than the district average by 2026. While we considered whether electors from other areas could be added into Overton ward in order to address this imbalance, the geography of the ward makes this considerably difficult. It is bounded on three sides by expanses of water and electors would therefore need to be added from the residential area north of Oxcliffe Road. Those electors currently reside in Westgate ward. We are of the view that such an arrangement would arbitrarily split a coherent community without supporting evidence. We have therefore been unable to accommodate the resident’s proposal as part of our draft recommendations, but very much welcome further views and any alternative proposals that might be suggested by the local community.

88 As discussed in paragraphs 81–82, we received a submission from a local resident that suggested that the area of Fanny’s Farm and associated residential caravans, currently in Heysham South ward, should be included in Westgate. The resident cited perceived community links as well as a lack of direct access between Fanny’s Farm and the remainder of Heysham South ward. Having considered this submission and explored this area on our virtual tour of the area, we are of the view that Fanny’s Farm electors are closer in proximity to those in Heysham than those in

Westgate. However, we acknowledge the access issue identified by the resident and have therefore included the electors around Fanny's Farm in Heysham Central ward.

89 We propose no further changes to the existing wards in this area. Our proposed Heysham North, Heysham Central, Heysham South and Overton wards are forecast to have 9% fewer, 8% fewer, 7% fewer and 3% more electors than the district average by 2026, respectively.

Halton-with-Aughton & Lower Lune Valley, Kellet and Upper Lune Valley



Ward name	Number of councillors	Variance 2026
Halton-with-Aughton & Lower Lune Valley	3	8%
Kellet	1	3%
Upper Lune Valley	1	10%

Halton-with-Aughton & Lower Lune Valley

90 We only received one submission relating to these wards from the Constituency Labour Party, which proposed no change to the existing Lower Lune Valley ward and did not comment on Halton-with-Aughton ward.

91 The existing single-councillor Halton-with-Aughton ward is forecast to have an electoral variance of 29% more electors than the district average by 2026. Significant

changes are therefore needed to provide for good levels of electoral equality in the area. As discussed in paragraphs 69–70, our proposed Skerton ward includes an area of Halton-with-Aughton between the Bay Gateway, the River Lune and the M6. However, while this improves the forecast electoral equality in the remainder of the existing Halton-with-Aughton ward, it only improves it to 21% more electors than the district average by 2026.

92 We considered a number of options to address this issue. Firstly, we considered combining Halton-with-Aughton ward with either the existing Kellet or Upper Lune wards to create a new two-councillor ward. However, the Kellet option would only improve electoral equality to 16% more electors than the district average by 2026, while the Upper Lune option would only improve the 2026 forecast variance to 20% more electors than the district average.

93 We also considered whether Halton-with-Aughton ward could be further split, with parts of Halton itself placed into different wards. However, we were of the view that such an arrangement would be an arbitrary spit of a coherent community without supporting evidence.

94 Our final option was to combine Halton-with-Aughton and Lower Lune wards into a three-councillor ward. This ward keeps communities together, includes access between communities across the River Lune via Low Road, and provides for good electoral equality. We therefore propose a three-councillor Halton-with-Aughton & Lower Lune ward as part of our draft recommendations. This ward is forecast to have 8% more electors than the district average by 2026.

Kellet and Upper Lune Valley

95 We did not receive any submissions relating to the existing wards in this area. Kellet and Upper Lune Valley wards are forecast to have 3% more and 10% more electors than the district average by 2026, respectively. We are therefore proposing no change to the existing wards as part of our draft recommendations.

Conclusions

96 The table below provides a summary as to the impact of our draft recommendations on electoral equality in Lancaster, referencing the 2020 and 2026 electorate figures against the proposed number of councillors and wards. A full list of wards, names and their corresponding electoral variances can be found at Appendix A to the back of this report. An outline map of the wards is provided at Appendix B.

Summary of electoral arrangements

	Draft recommendations	
	2020	2026
Number of councillors	60	60
Number of electoral wards	25	25
Average number of electors per councillor	1,802	1,879
Number of wards with a variance more than 10% from the average	1	1
Number of wards with a variance more than 20% from the average	0	0

Draft recommendations

Lancaster City Council should be made up of 60 councillors serving 25 wards representing five single-councillor wards, five two-councillor wards and 15 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large maps accompanying this report.

Mapping

Sheet 1, Map 1 shows the proposed wards for Lancaster City Council. You can also view our draft recommendations for Lancaster on our interactive maps at www.consultation.lqbce.org.uk

Parish electoral arrangements

97 As part of an electoral review, we are required to have regard to the statutory criteria set out in Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act). The Schedule provides that if a parish is to be divided between different wards it must also be divided into parish wards, so that each parish ward lies wholly within a single ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

98 Under the 2009 Act we only have the power to make changes to parish electoral arrangements where these are as a direct consequence of our recommendations for principal authority warding arrangements. However, Lancaster City Council has powers under the Local Government and Public Involvement in Health Act 2007 to conduct community governance reviews to effect changes to parish electoral arrangements.

99 As a result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Scotforth Parish Council, Slyne-with-Hest Parish Council and Halton-with-Aughton Parish Council.

100 We are providing revised parish electoral arrangements for Scotforth parish.

Draft recommendations

Scotforth Parish Council should comprise five councillors, as at present, representing three wards:

Parish ward	Number of parish councillors
Burrow Heights	3
Scotforth	1
University	1

101 We are providing revised parish electoral arrangements for Slyne-with-Hest parish.

Draft recommendations

Slyne-with-Hest Parish Council should comprise seven councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
Slyne-with-Hest North	5
Slyne-with-Hest South	2

102 We are providing revised parish electoral arrangements for Halton-with-Aughton parish.

Draft recommendations

Halton-with-Aughton Parish Council should comprise eight councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
Halton-with-Aughton East	6
Halton-with-Aughton West	2

103 We are providing revised parish electoral arrangements for Ellel parish.

Draft recommendations

Ellel Parish Council should comprise nine councillors, as at present, representing four wards:

Parish ward	Number of parish councillors
North	3
South	2
University East	1
University West	3

Have your say

104 The Commission has an open mind about its draft recommendations. Every representation we receive will be considered, regardless of who it is from or whether it relates to the whole district or just a part of it.

105 If you agree with our recommendations, please let us know. If you don't think our recommendations are right for Lancaster, we want to hear alternative proposals for a different pattern of wards.

106 Our website has a special consultation area where you can explore the maps. You can find it at www.consultation.lgbce.org.uk

107 Submissions can also be made by emailing reviews@lgbce.org.uk or by writing to:

Review Officer (Lancaster)
LBCE
PO Box 133
Blyth
NE24 9FE

108 The Commission aims to propose a pattern of wards for Lancaster City Council which delivers:

- Electoral equality: each local councillor represents a similar number of electors.
- Community identity: reflects the identity and interests of local communities.
- Effective and convenient local government: helping your council discharge its responsibilities effectively.

109 A good pattern of wards should:

- Provide good electoral equality, with each councillor representing, as closely as possible, the same number of electors.
- Reflect community interests and identities and include evidence of community links.
- Be based on strong, easily identifiable boundaries.
- Help the council deliver effective and convenient local government.

110 Electoral equality:

- Does your proposal mean that councillors would represent roughly the same number of electors as elsewhere in the area?

111 Community identity:

- Community groups: is there a parish council, residents' association or other group that represents the area?
- Interests: what issues bind the community together or separate it from other parts of your area?
- Identifiable boundaries: are there natural or constructed features which make strong boundaries for your proposals?

112 Effective local government:

- Are any of the proposed wards too large or small to be represented effectively?
- Are the proposed names of the wards appropriate?
- Are there good links across your proposed wards? Is there any form of public transport?

113 Please note that the consultation stages of an electoral review are public consultations. In the interests of openness and transparency, we make available for public inspection full copies of all representations the Commission takes into account as part of a review. Accordingly, copies of all representations will be placed on deposit at our offices and on our website at www.lgbce.org.uk A list of respondents will be available from us on request after the end of the consultation period.

114 If you are a member of the public and not writing on behalf of a council or organisation we will remove any personal identifiers. This includes your name, postal or email addresses, signatures or phone numbers from your submission before it is made public. We will remove signatures from all letters, no matter who they are from.

115 In the light of representations received, we will review our draft recommendations and consider whether they should be altered. As indicated earlier, it is therefore important that all interested parties let us have their views and evidence, **whether or not** they agree with the draft recommendations. We will then publish our final recommendations.

116 After the publication of our final recommendations, the changes we have proposed must be approved by Parliament. An Order – the legal document which brings into force our recommendations – will be laid in draft in Parliament. The draft

Order will provide for new electoral arrangements to be implemented at the all-out elections for Lancaster City Council in 2023.

Equalities

117 The Commission has looked at how it carries out reviews under the guidelines set out in Section 149 of the Equality Act 2010. It has made best endeavours to ensure that people with protected characteristics can participate in the review process and is sufficiently satisfied that no adverse equality impacts will arise as a result of the outcome of the review.

Appendices

Appendix A

Draft recommendations for Lancaster City Council

	Ward name	Number of councillors	Electorate (2020)	Number of electors per councillor	Variance from average %	Electorate (2026)	Number of electors per councillor	Variance from average %
1	Bare	3	5,596	1,865	3%	5,679	1,893	1%
2	Bolton & Slyne	3	5,959	1,986	10%	6,066	2,022	8%
3	Bulk	3	5,564	1,855	3%	6,076	2,025	8%
4	Carnforth and Millhead	3	4,668	1,556	-14%	4,938	1,646	-12%
5	Castle	3	5,501	1,834	2%	5,943	1,981	5%
6	Ellel	2	3,795	1,898	5%	4,053	2,027	8%
7	Halton-with-Aughton & Lower Lune Valley	3	5,797	1,932	7%	6,072	2,024	8%
8	Heysham Central	2	3,445	1,723	-4%	3,447	1,724	-8%
9	Heysham North	2	3,304	1,652	-8%	3,404	1,702	-9%
10	Heysham South	3	5,114	1,705	-5%	5,254	1,751	-7%

Ward name	Number of councillors	Electorate (2020)	Number of electors per councillor	Variance from average %	Electorate (2026)	Number of electors per councillor	Variance from average %
11 John O'Gaunt	3	5,751	1,917	6%	6,007	2,002	7%
12 Kellet	1	1,786	1,786	-1%	1,932	1,932	3%
13 Marsh	3	5,149	1,716	-5%	5,501	1,834	-2%
14 Overton	1	1,890	1,890	5%	1,939	1,939	3%
15 Poulton	2	3,630	1,815	1%	3,658	1,829	-3%
16 Scale Hall	3	5,096	1,699	-6%	5,286	1,762	-6%
17 Scotforth East & University	3	5,708	1,903	6%	6,068	2,023	8%
18 Scotforth West	3	5,793	1,931	7%	5,987	1,996	6%
19 Silverdale	1	1,664	1,664	-8%	1,695	1,695	-10%
20 Skerton	3	5,009	1,670	-7%	5,507	1,836	-2%
21 Torrisholme	2	3,649	1,825	1%	3,716	1,858	-1%
22 Upper Lune Valley	1	1,971	1,971	9%	2,076	2,076	10%
23 Warton	1	1,682	1,682	-7%	1,741	1,741	-7%
24 West End	3	5,207	1,736	-4%	5,207	1,736	-8%

Ward name	Number of councillors	Electorate (2020)	Number of electors per councillor	Variance from average %	Electorate (2026)	Number of electors per councillor	Variance from average %
25 Westgate	3	5,417	1,806	0%	5,482	1,827	-3%
Totals	60	108,145	–	–	112,735	–	–
Averages	–	–	1,802	–	–	1,879	–

Source: Electorate figures are based on information provided by Lancaster 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 district. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

Appendix B

Outline map



Number	Ward name
1	Bare
2	Bolton and Slyne
3	Bulk
4	Carnforth and Millhead
5	Castle
6	Ellel
7	Halton-with-Aughton & Lower Lune Valley
8	Heysham Central
9	Heysham North
10	Heysham South

11	John O'Gaunt
12	Kellet
13	Marsh
14	Overton
15	Poulton
16	Scale Hall
17	Scotforth East & University
18	Scotforth West
19	Silverdale
20	Skerton
21	Torrisholme
22	Upper Lune Valley
23	Warton
24	West End
25	Westgate

A more detailed version of this map can be seen on the large map accompanying this report, or on our website: <https://www.lgbce.org.uk/all-reviews/north-west/lancashire/lancaster>

Appendix C

Submissions received

All submissions received can also be viewed on our website at:
www.lgbce.org.uk/all-reviews/north-west/lancashire/lancaster

Local Authority

- Lancaster City Council

Political Groups

- Lancaster & Fleetwood Constituency Labour Party

Councillors

- Councillor P. Black
- Councillor T. Hamilton-Cox (on behalf of the Castle ward councillors)

Local Organisations

- Castle Area Residents' Association

Parish and Town Councils

- Scotforth Parish Council

Local Residents

- 27 local residents

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 www.nalc.gov.uk
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

The
Local Government
Boundary Commission
for England

The Local Government Boundary Commission for England (LGBCE) was set up by Parliament, independent of Government and political parties. It is directly accountable to Parliament through a committee chaired by the Speaker of the House of Commons. It is responsible for conducting boundary, electoral and structural reviews of local government.

Local Government Boundary Commission for
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50 Victoria Street, London
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